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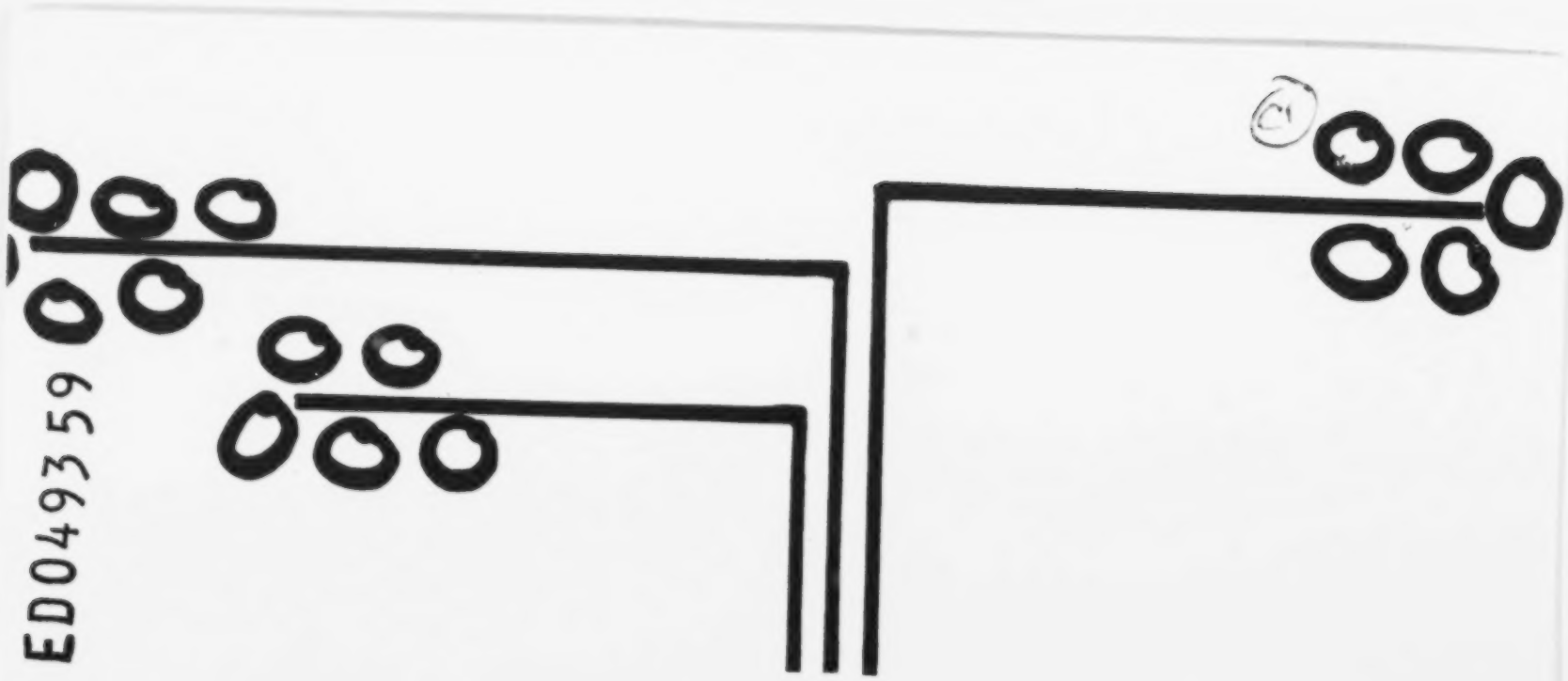
ABSTRACT

Members of the American Vocational Association and the American Association of Junior Colleges along with Congressional and Department of Health, Education, and Welfare staff members and resource persons, attended a 3-day seminar to probe national policy and federal programs as they affect occupational education. Seminar activities included major presentations by Kenneth Hoyt, Carl Perkins, Harry Hogan, Albert Quie, Charles Lee, and Ralph Yarborough as well as group work on (1) issues of administration and planning, (2) continuing opportunities for occupational education, (3) accountability, (4) professional bonds, (5) accreditation, and (6) quality in occupational education. Texts of the major presentations, remarks by participants, and recommendations by the issue groups are included. A major recommendation stemming from the seminar is that vocational education and community colleges should work together. (SB)



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postsecondary occupational education seminar

federal programs for the 1970's

sponsored by
the american vocational association
and the
american association of junior colleges
arlington, virginia may 10-12, 1970

FOREWORD

The spark that generated this Seminar seems in retrospect to have been struck by the July 15, 1969 Report of the National Advisory Council on Vocational Education. It rebuked the education establishment for practicing a double standard by downgrading vocational education. Most of those who will read these proceedings are already familiar with that Report; still some of the Council's words bear repeating often and should be a part of this record:

> Racial unrest, violence and the unemployment of youth have their roots in inadequate education. Each year the ranks of the school drop-outs increase by three-quarters of a million young men and women. They enter the job market without the skills and attitudes employers require. They and the millions of others who are underemployed--among these the students who are graduates of our high schools but who are inadequately prepared for anything--are tragic evidence of the present inadequacy of our educational system. . . .
>
> At the very heart of our problem is a national attitude that says vocational education is designed for somebody else's children. This attitude is shared by businessmen, labor leaders, administrators, teachers, parents, students. We are all guilty. We have promoted the idea that the only good education is an education capped by four years of college. This idea, transmitted by our values, our aspirations and our silent support, is snobbish, undemocratic, and a revelation of why schools fail so many students. . . .
>
> The attitude must change. The number of jobs which the unskilled can fill is declining rapidly. The number requiring a liberal arts college education, while growing, is increasing far less rapidly than the number demanding a technical skill. In the 1980's it will still be true that fewer than 20 per cent of our job opportunities will require a four-year college degree. . . .

> We recommend that the federal government immediately exercise its leadership and allocate more of its funds to cure our country of our national sin of intellectual snobbery. . . .

Dr. Edmund J. Gleazer Jr., the executive director of the American Association of Junior Colleges, gave strong emphasis to those words at a staff retreat last September. He told the AAJC professionals that the two-year colleges can, by their open-door admissions and their expanding commitment to occupational programs, play an historic role in helping American education redress that double standard. They are, of course, already making strides in bringing about peer status for occupational education on the college scene. But these strides represent only a start, and what the two-year colleges ultimately make of this challenge could well become a central (perhaps even controlling) element in their future success.

The significance of this challenge is forcefully documented in two facts the president of the American Vocation Association, Dr. Nelson Grote, cited in testimony to the Special Subcommittee on Education in the House earlier this year. One is that half of all students now enrolled full-time in vocational education are in post-secondary programs. The second: that when all the output of the community colleges and the post-secondary vocational schools is added together, it meets only about one-third of the projected national need for manpower with career education beyond high school (professional manpower excluded).

Just as career education can much further broaden the mission and utility of the community colleges, such involvement can also open vast professional horizons for vocational educators. In a reversal of the

past, community colleges are in effect swinging open wide the doors of professional opportunity in higher education to vocational instructors and administrators. This trend must be strengthened.

Dr. Grote's testimony exposes the folly of the still-common pattern of community college leaders and vocational educators either tending to ignore each other in their institutional functions or, worse still, viewing each other as competing interests. By the mixture of an overworked concern for "identity" and "independence" and a misplaced desire among each interest to protect their domain from encroachment by the other, they are leaving the great part of the national need unmet (and thus for other institutions to satisfy, which partly explains why we have today so many competing and overlapping federal programs in manpower).

Obviously, the greater opportunity for progress for both lies on the side of cooperation--by a measure of two to one!--not on the side of continuing rivalry.

At least on the national plane, AVA and AAJC personnel have been interacting informally for several years now in various settings, and have talked about closer cooperation. Largely as a result of the National Advisory Council Report cited earlier, executives of the two associations met for lunch late last September to explore new avenues of cooperation. They showed strong concern for legislative reform that would bring about working harmony and minimize the rivalry in federal programs. The outcome was to agree to sponsor this Seminar.

In outcomes the Seminar easily exceeded the sponsors' hopes. Apart from their significance as a "first" that meshed AVA and AAJC in a joint probing of national policy and federal programs, the meetings seemed remarkable for their climate--for the outreach evident on both sides. Communications were less guarded than the sponsors anticipated. There was an eagerness about the way participants prodded and probed each other, and also probed the educational and economic implications that expanded and localized interaction might hold. Ideas and proposals flowed freely--as both the several panel reports and the Seminar Summarizer's (Dr. Hamburger's) remarks show.

Where will this outreach, this outpouring lead? Viewed as a whole, the proposals provide a mandate that both sides--the rank and file, as well as the AVA and AAJC staffs--will do well to heed. Consider just a few of the points and recommendations made:

"Definition of our product is essential."

"We need to determine clearly how AVA and AAJC <u>can and should</u> work together."

"Community colleges should adopt the philosophy of preparing people to earn a living."

"Problems of accreditation need to be acted upon."

"Form youth organizations."

"Sell business and industry on the value of the two-year college graduate."

"Each segment of the educational community must be willing to give up some of their prerogatives in the interest of what is best for youth."

"Education itself must act rapidly to improve accreditation of occupational education."

Those are only a sample. The reports of the issue panels (p. 33) are worth reading and rereading.

The central point they make is that for vocational education and the community colleges, cooperation is not only the rather aloof matter of national interest; it is a matter of self-interest as well. They have much to lose in not working together.

The dialogue that took place in this Seminar ought to be repeated again and again locally, State by State. American expectations point to the community colleges and vocational education on the unmet need that Dr. Grote describes. This is reflected, in part, in the booming growth and popularity of the community colleges. The public looks to these arms of education for a reliable delivery system. Vocational education and the community colleges cannot stand by looking for cues from other educational quarters. The need will be met--or in the characteristic dynamics of the American system, other delivery systems will be found.

R. Frank Mensel
Director of Governmental Affairs
American Association of Junior Colleges

Mary P. Allen
Associate to the Executive Director
for Governmental Relations
American Vocational Association

PROGRAM

Sunday, May 10

GENERAL SESSION

7:30 p.m.

Presiding: Dr. C. Nelson Grote, President, American Vocational Association, and Dean, School of Applied Sciences and Technology, Morehead State University, Morehead, Kentucky

"Vocational Educationism: A National Condition"
Dr. Kenneth Hoyt, College of Education, University of Maryland, College Park, Maryland

Keynote Address: "Federal Education Programs for the 1970's"
The Honorable Carl Perkins, Member of Congress, 7th District of Kentucky, Chairman, Committee on Education and Labor, U.S. House of Representatives

STUDENT LEADERS

Lynda Ford, Delaware - Vocational Industrial Clubs of America
Lorenzo McQueen, D.C. - Phi Beta Lambda, Washington, D.C.
Charles Postles, Delaware - Future Farmers of America
Bill Edwards, Delaware - Distributive Education Clubs of America
Cynthia Zent, Maryland - Future Homemakers of America
Terry Murphy, Ohio - Office Education Association

Monday, May 11

GENERAL SESSION

9:00 a.m.

Presiding: Dr. Charles Chapman, President, Cuyahoga Community College, Cleveland, Ohio, and President, American Association of Junior Colleges

Career Education Legislation

Harry Hogan, Counsel, Special Subcommittee on Education, Committee on Education and Labor, U.S. House of Representatives

The Honorable Albert Quie, Member, Committee on Education and Labor, U.S. House of Representatives

10:30 p.m. - Coffee Break

10:45 - 12 Noon Issue Groups I through VI

LUNCHEON

12:30 p.m.

Presiding: Dr. William G. Shannon, Executive Director, American Association of Junior Colleges

"Education Funding for the 1970's"
Charles Lee, Executive Director, Emergency Committee for the Full Funding of Education Programs

2:15 p.m. - 5:00 p.m. Issue Groups I through VI

Tuesday, May 12

GENERAL SESSION

9:00 a.m. - 10:15 - Reports from Issue Groups, Dr. C. Nelson Grote presiding

10:30 a.m. - "Where Do We Go From Here?"

Panel: Moderator, R. Frank Mensel, AAJC
Micah Naftalin, General Counsel, American Vocational Association
William Hayes, President, Alice Lloyd College, Pippa Passes, Kentucky
Jack Michie, Executive Director, Alabama State Advisory Council on Vocational Education

CONFERENCE SUMMARY

11:45 a.m. - Dr. Martin Hamburger, Director, Division of Vocational Education, New York State University, New York City

LUNCHEON

12:30 p.m.

Presiding: Lowell A. Burkett, Executive Director, American Vocational Association

Speaker: The Honorable Ralph Yarborough, Chairman, Senate Committee on Labor and Public Welfare

ISSUE GROUPS

I. Administration and Planning

Moderator: Gordon Pyle, State Director, Colorado Community Colleges
Resource Person: Joe Murphy, State Director for Vocational Education, Connecticut, and President, National Association of State Directors of Vocational Education
Resource Person: Robert Leo, Assistant to Chancellor, Dallas County Junior College District
Recorder: Robert Knoebel, Director, Pennsylvania Bureau of Community Colleges
HEW Staff: John Driscoll, Office of Assistant Secretary for Planning and Evaluation
Congressional Staff: Richard Smith, Senate Subcommittee on Education

II. Continuing Opportunities for Occupational Education

Moderator: Chester O. Mills, Director, Adult and Continuing Education, Zanesville, Ohio
Resource Person: Andrew Korim, Specialist in Public Affairs Education, American Association of Junior Colleges
Resource Person: Carl Lamar, State Director of Vocational Education, Kentucky
Recorder: Dr. Angelo C. Gillie, Associate Professor, Pennsylvania State University
HEW Staff: Dr. Albert J. Riendeau, Chief, Pilot and Demonstration Branch, Division of Vocational Education
Congressional Staff: Robert Andringa, Staff, House Committee on Education and Labor

III. Accountability

Moderator: Dr. Andrew Goodrich, Director of Minority Programs, American Association of Junior Colleges
Resource Person: Mrs. Betty Pollard, Director of Curriculum, Forest Park Community College. St. Louis, Missouri
Resource Person: John F. Standridge, Executive Director, Vocational-Technical and Adult Education, Atlanta
Recorder: Miss Lois Magnusson, Staff Assistant, American Association of Junior Colleges

HEW Staff: Dwight Crum, Assistant Director, Division of Manpower Development and Training, U.S. Office of Education
Congressional Staff: H.D. (Jack) Reed, Jr., General Counsel, House Committee on Education and Labor

IV. Professional Bonds

Moderator: Kenneth Carl, President, Williamsport Area Community College, Williamsport, Pennsylvania
Resource Person: James Broman, Executive Director, Illinois Association of Community and Junior Colleges
Resource Person: Dr. Jack Michie, Executive Director, State Advisory Council on Vocational Education, Montgomery, Alabama
Recorder: Samuel Stone, Coordinator of Institutional Development, Junior College District of St. Louis, Missouri
HEW Staff: Dr. Leon Minear, Director, Division of Vocational and Technical Education, U.S. Office of Education
Congressional Staff: Nik Edes, Legislative Assistant to Senator Williams, (New Jersey)

V. Accreditation

Moderator: Dr. George Brandon, Professor in Residence and Advisor to the Executive Director, American Vocational Association
Resource Person: Dr. Thomas Law, Vice President for Academic Affairs, Washington Technical Institute
Resource Person: Lane Ash, Project Director, The National Study for Accreditation of Vocational-Technical Education
Recorder: Dale Peterson, Division of Medical Affairs, University of Iowa and Vice President of the American Vocational Association
HEW Staff: Joseph Hardman, Specialist on Junior College Eligibility, Accreditation and Institutional Eligibility Staff
Congressional Staff: Charles Radcliffe, Minority Counsel, House Committee on Education and Labor

VI. Quality in Occupational Education

Moderator: Dr. Melvin L. Barlow, Director, Division of Vocational Education, University of California at Los Angeles

Resource Person: Stanley Patterson, Officer of Two-Year Colleges, State University of New York
Resource Person: Dr. Mary L. Ellis, Director, Technical Education Research Center, Washington, D. C.
Recorder: Dr. Arthur Nelson, President, Technical Education Research Center, Massachusetts
HEW Staff: Robert Pruitt, Acting Director, Division of Comprehensive Vocational Education Research
Congressional Staff: Harry Hogan, Counsel, House Special Subcommittee on Education

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May 10, 1970 - General Session

Address by Dr. Kenneth Hoyt

PROLOGUE

This paper is based on an earlier manuscript entitled "Vocational Educationism: A National Condition" presented to the Maryland Vocational Association on March 14, 1970. The basic concepts and a considerable part of the content describing the nature of vocational educationism have been taken directly from that manuscript.

It did not seem appropriate, however, to present identical remarks to a joint meeting of representatives of AVA and AAJC. This conclusion is based on recognition of the fact that action steps suggested in the earlier version were based primarily on conditions existing in the secondary education field. Both the specific nature of the illness and the needed actions seem quite different when one views vocational education as it currently operates in American community college settings. It is in this part of the original paper, therefore, that major changes have been made for purposes of this presentation.

VOCATIONAL EDUCATIONISM AND THE COMMUNITY COLLEGE

Dr. Kenneth B. Hoyt
Professor of Education and Director,
Specialty Oriented Student Research Programs
University of Maryland

Introduction

There are two new terms I have coined recently that form the basis for these remarks. The two new terms and their definitions are: (1) Vocational Educationism defined as a bigoted, biased view of vocational education; and (2) Vocational Educationist defined as a person who is suffering from or afflicted with vocational educationism. My contention is that, until and unless these two terms are recognized and faced, it will be impossible for vocational education to fully accomplish its mission in American education.

The first report of the National Advisory Council on Vocational-Technical Education identified three major problems facing vocational education. Of these three, it is my opinion that the most important is that of attitudes toward vocational education. This, then, is the focus of these remarks.

Some may recognize a vague similarity between my two new terms and two other terms in common usage today -- racism and racist. This similarity is purposeful on my part. Let me be clear. I do not intend to speak about racism here. Rather, these remarks are designed to create a focus for a series of analogies that I hope to use to clarify both the basic nature and the social seriousness of the problem. I do so because of a deep and basic belief I hold that the overriding need of vocational education today is for integration into the total system of American education. The fact that the Morrill Act, theoretically designed to accomplish such integration, was passed about the time of the Civil War strengthens, it seems to me, the rationale for using such an analogy.

Our basic problem has been and continues to be that, in the sense of this analogy between vocational educationism and racism, vocational education is to the vocational educationist what the black man is to the racist. Stated in its crudest, most bigoted, and most reprehensible form, vocational education is a "nigger"!

I hope here to be able to defend this thesis through the identification of a series of basis attitudes. Following this, I want to suggest some action steps for your consideration. Before doing so, let me express my apologies to those I have already offended and to those whom I will offend by using this kind of analogy as a focus for my remarks. I would not have done so had another kind of analogy seemed anywhere near as appropriate or timely. Having already apologized, let me proceed.

Attitudes Associated with Vocational Educationism

The basic nature of vocational educationism can best be seen through specification of certain attitudes held by those I would call vocational educationists. A really "dyed-in-the-wool" vocational educationist would, I think, be one who expresses the following kinds of attitudes.

Attitude 1: "There obviously is a need for vocational education classes, but I don't want my child enrolled in them." This, of course, is the attitudinal problem of viewing vocational education as a legitimate part of the educational society for other people's children. The converse, of course, and the kind of attitude we must seek is one that would make no parent feel apologetic or ashamed if his child chooses to enroll in vocational education. It is my contention that we have a long way to go in terms of this attitude.

Attitude 2: "There is a place for vocational education, but it can't be as good as liberal arts education because it is different." This attitude is particularly common among educators with a liberal arts background. It is extremely damaging, not only because it absolutely fails to recognize the existence of individual differences among those carrying a certain label, but also because it fails to recognize that what we need today is to acknowledge the existence of differing kinds of educational motivations in students and the absolute right of students to hold such differing motivations. We will not erase this negative attitude until both educators and the general public recognize that differences in kinds of educational experiences carry no necessary or automatic implications of any sort that differences in quality exist. Those who want to "keep vocational education in its place" by assuming that place is automatically "second" must be confronted with both the absurdity and the absolute indefensibility of such an assumption.

Attitude 3: "Vocational educators belong in education, but they must be kept in subordinate roles in the power structure." This seems to represent an attitude that is seldom verbalized but which is religiously practiced in American education. If you doubt it, think of the community college in which you work. Is your president, your curriculum director, your chief financial officer, or your director of student personnel services a former vocational educator? Do the attitudes of a majority of your board members reflect as much pride in and concern about vocational education as about the college transfer portion of your offerings? Has this been true in more than a small portion of the community colleges you know of throughout the country? This, to me, is a serious and crucial matter. It will not "just go away" if we continue to ignore it.

Attitude 4: "The proper solution to the problem of vocational education is to build what we can contend are separate but equal facilities." It is this attitude that has caused some to resist the concept of the comprehensive community college in favor of constructing separate vocational education institutions. Community college advocates have, by and large, voiced opposition to such views. This attitude is particularly dangerous because it results in all kinds of people doing the right thing for the wrong reasons. That is, I am one who does believe that there is a place for some separate vocational-technical institutions operating at the post high school level. However, both the support for and the opposition to building such institutions have come for the wrong reasons. Unless we can change these reasons, vocational education will not be able to fully accomplish its mission in American education.

Attitude 5: "We should build a few show places for vocational education so we can show them how tolerant we are." It seems to me that I have often seen this attitude in settings where new, attractive facilities for vocational education are added to the academic buildings that formerly housed only a junior college. Yet, even where this happens, the central focus of activity and control seems to stem from the "junior college" portion of the campus. In terms of faculty traffic patterns, it is almost like the "college" is one place and something called "the shops" represents a completely different place. I have seen examples in the deep South where the only obvious distinguishing characteristic between the so-called "academic"

and "vocational" buildings were the white pillars that graced the front of the "academic" portion of the campus. It will do those who need vocational education little good so long as, and to the extend that, vocational education facilities "almost as good" are built in order to help soothe the guilty consciences of others in the educational community.

Attitude 6: "Vocational educators are lacking in cultural background, and that's why I don't associate with them." People holding such attitudes seem to delight in pointing out that when they say "Svengali" to vocational educators, very few give a free association response of "Trilby." Again, it is most unfortunate that such people cannot recognize that for others to come from cultural backgrounds different from theirs in no way means that such people are lacking in culture. It is even more unfortunate that those from differing cultural backgrounds often also fail to recognize how much they could enrich both of their lives by sharing some of their cultural perceptions and experiences.

These examples of attitudes held by "vocational educationists" could obviously be readily expanded with very little effort. I will not do so here for two reasons. First, I hope even these few examples have convinced you that such attitudes do, in fact, exist. Second, I think it will be more productive if we now turn to consideration of action steps that can be taken to change these attitudes in ways that will speed the proper and effective integration of vocational education into the total educational structure.

Action Steps Needed

The erradication of vocational educationism will demand a series of concrete action steps on the part of leaders in the community college movement. Were such steps taken, the movement itself would be drastically changed. For this reason alone, I expect that much of what I want to say now will meet with opposition and invite criticism.

I want to make nine suggestions to you now in specific and concrete form. I do so because it seems to me that the ways in which vocational educationism has expressed itself in the community college are particularly and uniquely vicious. I, for one, am firmly convinced that, unless each of these steps is taken, the community college cannot expect to play a fully effective role in American education.

Step 1: Eliminate the artificial requirements of liberal arts courses for those who wish vocational education. To do so would immediately draw many more vocational education students to the campus and would reduce the dropout rate among those now in attendance. I would join those who argue philosophically that students must be educated for life as well as for making a living. At the same time, I would argue strongly that these two aspects of education need not occur simultaneously. The fact that my argument has apparently been accepted for those students in the college transfer program (that is, they are not required to acquire specific job skills in the community college) but rejected for vocational education students is a perfect example of vocational educationism in action.

For the vocational education student the prime goal of the community college should be one of getting him ready to do what he wants to do now. The combination of his earlier elementary and secondary education coupled with a vast increase in adult education will take care of his general education needs at earlier and at later times in his life.

Step 2: Eliminate the artificial length of course requirements for those in vocational education. It makes no educational sense at all to have most community college programs in vocational education two years in length simply because this is the length of time provided for college transfer students. Again, vocational educationism rears its ugly head by assuming that what is good for the liberal arts student must also be good for the vocational education student. Length of school programs for vocational education students should be determined by the criterion of how long it takes to teach them enough so that they are accepted by employers at a given entry level of job skill. If we do this right, we will find great variations in the length of programs for specific students even within the same occupational area. It can be done and is being done in some places right now. It should become a nationwide goal of the community college movement.

Step 3: Eliminate the artificial limited enrollment dates for vocational education students. Vocational education students should not have to wait for those few times in a year that liberal arts students are changing courses in order to start their training. The traditional semester or quarter system, established on the basis of Carnegie units required for college transfer courses, has been an unfair cross that vocational educationists in this country have asked vocational education students to bear.

The educational motivation of the students themselves is the prime basis for this plea. The concepts of delayed need gratification built into a system that asks a student to "finish" on a semester basis is not part of the basic value system of many vocational education students. Such students need short units where success can come quickly. There is nothing wrong with this simply because it is different. It can be recognized and capitalized on by dividing vocational education programs into such short units in ways that a student can enroll on any day he is ready to do so. Such a system, of course, would be producing graduates on a weekly rather than only on an annual or semi-annual basis. I submit this would be much more in keeping with employer demands and with student needs than the system now in existence. Again, this is a system that is now in effect in certain places. If the fight against vocational educationism can be won, it ought to become commonplace in our community colleges.

Step 4: Recognize and capitalize on the contributions of secondary school vocational education. Most students in community college vocational-technical programs should be coming from the graduates of secondary school programs in vocational education. To the extent that that statement is repugnant to you, I accuse you of suffering from vocational educationism. I challenge you to accept this action step as a reasonable goal.

To reach such a goal, of course, will be a tremendous job involving major changes in all of American education. Because that is so in no way excuses the community college movement from doing what it can to attain this goal. At the very least, the course content in community college vocational education programs can be built on recognition of existing secondary school programs. I hear so many vocational education students in community colleges complain that they spend large periods of time at the beginning of their programs studying what they already have learned in high school. This could be eliminated by establishing such basic beginning instruction for students who did not take relevant vocational education courses in high school while, at the very same time, allowing high school graduates of appropriate vocational education programs to move on to more advanced training immediately.

Both the area vocational school concept at the secondary school level and the community college concept are rapidly growing parts of American education. To the extent that they compete against each other and fight each other, the vocational educationists will have won -- and all of our students will have lost. This simply cannot be allowed to happen.

Step 5: Resist attempts to impost process-oriented accreditation standards on the product-oriented programs of vocational education in the community college. The pervading presence of vocational educationism has resulted in general -- even though not universal -- acceptance of the notion that the college commissions of the regional accrediting commissions should be responsible for accreditation of community colleges. It is not unnatural that the accreditation patterns established have been based on assumptions most valid for the college transfer part of the community college. Some small shift in rigidity of attitudes appears to be present now among leaders in the regional accrediting commissions. It is up to the community college leaders to fan this beginning shift into major action changes.

This can, in my opinion, be done without destroying the basic principle of institutional, as opposed to programatic, accreditation under which the regional accrediting commissions operate. All that is needed is one set of accreditation standards for the liberal arts portion and a second set for the vocational-technical education portion with a requirement that the institution must meet both sets in order to be accredited. It is alright with me if the liberal arts set continues to be process oriented in nature, concentrating on such things as instructor qualifications, library holdings, and instructional methods. Accreditation standards for vocational education, however, must, it seems to me, be much more heavily weighted towards product than process -- toward what students can and do perform rather than toward how we get them ready to perform. Again, if the fight against vocational educationism can be won, we will not feel apologetic about applying differing kinds of standards to vocational education, nor will we say that such standards are, in any sense, "lower".

Step 6: Campaign actively for a financial base of operation that recognizes the higher per student cost of vocational education. There is no doubt but what the needs for expensive equipment and an individualized approach to instruction combine to make the per hour cost of educating vocational education students higher than that required to educate liberal arts transfer students. This simple fact is not universally recognized in establishment of financial bases of operation for the community college. Where state reimbursement does not recognize this fact, community colleges have reacted by emphasizing enrollment of college transfer students. They have been further encouraged to do so by the attitudes of the vocational educationists responsible for legislating this unfair financial system in the first place. I see no way that vocational education can get the eventual equal status that it deserves unless we push for unequal reimbursement now that recognizes the higher financial costs of vocational education. This kind of financial incentive would do much, in an operational sense, to reduce the practical effects of vocational educationism on community college operations. It is way past time that this action was taken on a national basis.

Step 7: Eliminate the practice of basing vocational and technical education curricular offerings on local labor market needs. For too long, community colleges have been willing to establish vocational programs in any area for which local industry says that there is a demand and is willing to donate equipment. This is "Uncle Tomism" of the most flagrant variety. The resulting geographic discrimination in opportunities for occupational choice is an obvious violation of our goal of maximizing freedom of

choice for the individual. It simply can no longer be tolerated. We do not subject the liberal arts transfer students to this kind of geographic discrimination, and all I am asking is equal treatment for vocational education students.

The solution needed is, in part, obviously a state system of community colleges where vocational-technical education offerings vary, to some clear extend, from one institution to another. In such a system all vocational education offerings in all community colleges would be open to all students from all of the state. In terms of those vocational-technical education programs unique to a particular community college, both student recruitment and job placement should have a statewide, not a local, basis of operation. Until we take this step, vocational education students will continue to be discriminated against by the false assumption that the same basis for curriculum construction appropriate for liberal arts students can apply to vocational education students. Again, vocational educationism must be overcome.

In part, the solution demands the establishment of at least one residential vocational school in each state operating at the post high school level. This has been needed for years, but has been defeated in many states through the efforts of community college leaders. The needs of those we seek to serve should make us willing to abandon such fights and band together to support the establishment of such institutions. True, it would make for some competition with the community college, but isn't that one of the essential bases for improvement of all education? Let us think about our students first and about ourselves second. We could profit greatly by doing so.

Step 8: Engage in meaningful efforts aimed at evaluation of vocational-technical education in the community college setting. Such evaluations should include basic data regarding what happens to both those who enter and those who graduate from vocational education programs. In part, they should be based on student self reports. It is amazing to me how loudly we proclaim our interest in students and how little we seem willing to listen to them. In part, such evaluations should be based on employer reports. In any event, the prime criterion to be employed must be built around the extent to which such programs really do assist students to prepare for, enter upon, and progress in their chosen occupation.

There is, of course, no doubt but what, if results from such evaluations were available and distributed now on a nationwide basis, that the community college movement in the United States would evidence great need for improvement. But this is exactly what I have been talking about throughout this paper. Such improvement will not come until and unless community colleges are willing to publicize the results of their current efforts.

More importantly, the community college will not be playing its proper role in combating vocational educationism until and unless it is willing to provide hard data regarding the occupational benefits its vocational education students receive. Vocational education programs must earn, not claim, respect if they are to receive the status they deserve. We cannot effectively fight one kind of bias with another. Bias can be killed only by facts. The community college has tremendous responsibilities in this area.

Step 9: Work vigorously to both open doors of the community college wider and to ensure that every student is treated with equal respect and dignity. Vocational education programs in the community college should be open to all citizens of the community -- both youth and adults -- both high school graduates and high school

dropouts -- with programs in which they are interested and from which they can profit. An open door without open opportunity is a sham and a fraud. So are policies that make eligibility for participation in all student affairs -- including athletics, student government, and student recreation -- open to only certain kinds of students. Too many community colleges are still engaged in raising standards they can't define for reasons they can't be defend. The six week student is as deserving of participation as the two year student. We should settle for nothing less.

Concluding Remarks

In conclusion, I would like to report my basic thesis -- namely, that the greatest need for vocational education today is for integration into the total system of American education. Vocational educationism is a very real phenomenon in this society. The community college movement has been a victim of vocational educationism as it has attempted to provide for both liberal arts transfer and vocational-technical education students. At the same time, the community college movement itself holds great potential for reducing the presence of vocational educationism if it chooses to do so. To make this contribution, the community college itself must change. The challenge to change is, in my opinion, the prime justification for this conference. I hope this challenge will be accepted.

Keynote
Address by the Honorable Carl Perkins
Chairman of the House Education and Labor Committee
May 10, 1970

It is a great pleasure for me this evening to join with my friends representing the American Vocational Association and my friends representing the American Association of Junior Colleges at their jointly sponsored meeting to discuss and "think out" the roles of their respective constituencies in meeting the pressing vocational, occupational and semi-professional educational needs of the American people.

I have a feeling much success will redound to the welfare of the young as a result of this meeting.

I want to commend the leadership of both of your associations for conceiving it, for the dedication, imagination and initiative they have shown in meeting the challenges that confront American education.

I think we can get into better perspective the full scope of that challenge if we review the development of vocational education briefly.

In 1917 when the Smith-Hughes Act was enacted, the total population of the United States was about 95 million persons, 25 million of whom were between the ages of 5 and 17. A majority of people resided on farms, whereas today we've got to orient ourselves in a diametrically opposite direction because about 70% reside in the metropolitan areas of this country.

In 1946 when the Congress enacted the George Barden Act, the population had increased approximately 50% to 140 million and there were 6 million more persons of school age.

Seventeen years later at the time that Congress enacted the Vocational Education Act of 1963, another 50 million people had brought the population to 189 million people, 48 million of whom were between the ages of 5 and 17 years.

But, aside from all of the myriad problems that are inherent in our growing population, it is evident that the growth in population which has already occurred has challenged our educational system far beyond its financial ability to meet occupational training and retraining needs.

Compounding the problem is the fact that not only are numbers of persons to receive training increasing but the training itself must undergo constant change.

The educational requirements for jobs have changed drastically in the last decade and there is every reason to expect that as our population increases, as technological advances make changes in production and marketing, these changes in job requirements will occur more quickly.

Vocational education expenditures in 1920 from all sources amounted to $8,535,000; 28% or $2,477,000 of this came from Federal sources.

In 1948 following the enactment of the George Barden Act the total expenditures for vocational education amounted to $103,339,000 of which 25% or $26,200,000 came from Federal funds.

In 1968, the total expenditures for vocational education amounted to $1,192,442,000. Of this amount only 22%, or $262,648,000, came from Federal sources. 21% went into post-secondary vocational education programs.

The 1970 Federal appropriation for vocational education totaled $317,916,000 and the House-passed appropriation bill for fiscal year 1971 contains $370,546,000 for vocational education, an increase of $52 million over the President's budget. When we enacted the 1968 legislation, we trebled the authorization from about $285 million, and many of us have pleaded with the appropriations committee to go along with at least $370 million. But knowing the district that I represent, I want to tell you that that amount is completely inadequate. We should be spending twice that amount today. $740 million from the federal level. In fact, the Vocational Education Act of 1968 should be fully funded. I'm of the opinion that we may be able to get more from the Congress before we complete the legislation, get the bill through the Senate and go to conference. I'm of the opinion that Congress is going to place more money in the appropriations bill for vocational education -- at least $400 million and perhaps over $400 million. I think you should set your goal to work for an amount much in excess of $400 million because of the inadequacies down home, and I'm sure the same thing holds true in other sections of the country. I've checked on it before the committee on numerous occasions. We have numerous manpower training programs that have been approved that can't be funded because of the lack of money. And the vocational training educators are ready and willing and want to do this job and run those schools around the clock. We have a shortage of vocational facilities practically everywhere in the country. Down home our youngsters are not finding employment, unfortunately. Most of them have to leave home. Because of our vocational schools, we have been able to diversify and bring in new industries and do the training at home. If it were not for vocational education down home, and good vocational schools, the industries would not have come to eastern Kentucky. So the schools are a drawing card. This is true for other distressed areas of this country. I do want to mention that I was disappointed by the appropriations we received last year. We increased several million dollars, but not enough. The funds were beneficial and I hope the same fight for increases will continue in the Senate this year. If so, it will certainly redound to the benefit of vocational educators in this country.

I'm telling you now that I really believe that appropriations have not measured up to authorized funding levels which are called for in the Vocational Education Act of 1963 as amended.

To me, these authorization levels represent compromises as to what the Federal Government ought to be spending for occupational training at this time.

The authorization in the Vocational Education Act of 1963 for grants to States and for research and training for fiscal year 1971 is $675 million, more than twice the amount appropriated for all vocational education activities.

When it is considered that only 40% of our high school graduates today will go into higher education and far less than that number complete it, it is imperative that we have available high quality post-secondary, semi-professional, technical skilled occupational training opportunities for millions of youngsters we are not now able to serve.

whether one is college bound or not, the needs of our society and the needs of the individual are such that occupational skills should be a part of his natural maturation and a part of the regular educational system.

In conclusion, let me say that it's a great pleasure to put in an appearance here with you this evening. I will work with your leaders, Lowell Burkett and the rest of them, along with your leaders at the community level, to do everything possible to see that we move ahead in vocational education. There are still more boys that do not intend to go to college. Down my way, I would think that at least 75% do not, whether they take the training at the community college or the area schools or some satellite vocational school. It's incumbent on all of us to see that these youngsters and adults who need retraining have the best job-oriented training possible, and I personally am proud of the vocational educators in America. They have seen us make great strides since 1963. I remember in my district in the 30's and 40's that the vocational schools were not respected because they were not job oriented. The waiting list in my area, and it's pretty much true in all areas of the country, is now so large that we almost need the facilities doubled throughout eastern Kentucky, notwithstanding the progress we have made in the last two years.

So we have a long way to go in serving people who want to be served in vocational education. Don't let anybody tell you that's not the case.

I do hope that much good will redound from this joint conference here. I presume it's one of the first of its kind. You're all out for the same purpose. And I wish you well. Thank you.

May 11, 1970 - General Session

Mr. Frank Mensel, Director of Governmental Affairs, AAJC

I might just say one or two things about the Full Funding Drive that Charlie may not have time to say in his luncheon message today. Charlie's emphasis at lunch will be on the future of the Full Funding effort and what we can be looking for and working for in the way of appropriations for the new decade of the 70's.

In my mind, the Full Funding effort, to which the community colleges have given large measures of moral support and grass roots participation, has accomplished three things. You might make a notation of these three things, because I think they add some perspective to the matter of appropriations planning as we view the future.

In the battle for appropriations for fiscal 1970 (the year which is now about to close as of next month), we came out with $580 million not originally programmed in the White House budgets. That's a sizable victory, but only the first step. One of the significant things, hopefully, of the Full Funding effort is that it will have a multiplier effect going downstream. If we can win, as we have, the $580 million as an increase the first year, it may be quite possible to achieve still larger federal commitments to education programs in the years ahead. My second point is that this has already happened with the budget for FY 71. That bill has already passed the House of Representatives with $700 million more in it than the White House asked for in its original budget. We hope, of course, to get that amount increased additionally during the forthcoming Senate action, especially for the higher education programs that were ignored in the budget. My third point is that the Full Funding effort has greatly accelerated the whole appropriations process to the general benefit of education. Chronically, historically, we've been in the pattern of going into the school year, to say nothing of the fiscal year, without any certain knowledge of what the funding levels would be in the federal programs we had to depend upon in both vocational education and higher education.

This last year's funding effort was an example of that pattern in the extreme. The appropriations bill did not clear the House last year until August. Hearings didn't start in the Senate until after the Labor Day recess and strung out through October and November. It was two days before Christmas before the House and Senate conferees cleared that appropriations bill and sent it to the White House. Then it was vetoed, as you all remember, and so it went then through another painful development period in which we compromised out at the budget now in operation. But that budget was not fixed in place until late February, which meant that there were only about two months of the school year left in which educators could try to apply intelligently the added resources coming out of that bill.

But now that's all changed. This year's budget and appropriations have already cleared the House. The Senate Appropriations Subcommittee under Senator Magnusson will start the markup of that bill tomorrow morning and hopefully it will be out of the full Committee by the end of this week. The Senate is likely to conclude its action on the education funding next week. This would then throw the whole matter back into the hands of the conferees between the House and the Senate, and they're likely to have their work finished by the end of May or the first week in June. The bill could be on the President's desk for signature by early June. If he elects to sign the bill with the increases that Congress makes, you would have your appropriations clearly settled before the fiscal year begins and several months in advance of the school year, which would be a very refreshing change.

And, I do not think that it serves the purpose of illustrating that we are even partially meeting the problem to cite current U. S. office of Education statistics that our vocational education enrollment amounts to 7,533,936 (1968 last data reported). The best estimates for 1970 are 9 million plus.

These statistics merely reflect participation by students in one or more classes supported by Federal vocational education funds.

As far as reaching the real vocational education needs of youth and adults, many of these received only the light brush treatment of a casual acquaintance with home economics. There were 2,283,338 enrollees in such programs.

I do not intend to infer that home economics offerings in our schools are not essential--to the contrary this program should be strengthened and broadened to the extent of fully funding the authorizations contained in the Vocational Education Amendments of 1968.

But the point I do want to stress is that in order to effectively provide vocational education to the millions of youths and adults who desire and require it, vocational education curricula need to be broadened and extended.

However, it is encouraging to note the steady increase in enrollment in office occupations, trades and industry and the health occupations, although enrollment figures are far under those that should be entering these fields in order to compete in the labor market of the 1970's.

To strengthen and broaden vocational education offerings to meet present day needs not only must we fully fund existing Federal vocational education authorizations, but also these authorizations must be enlarged substantially and the authorizations should be fully funded.

To effectively utilize funds of this magnitude will require vocational educational administrators to involve more extensively all educational institutional resources--private institutions, private industry, all resources of the community, and most particularly, junior and community colleges.

In my remarks today it is my purpose only to hit the high lights and speak in generalizations because I am hopeful that in the in-depth discussions which will take place during this conference your experts in the fields represented will deal with the specifics, but let me make these points which your conference may wish to deal with.

I think that a unified approach on the part of the American Association of Junior Colleges with the American Vocational Association can be an effective instrument by which political success can be achieved in acquiring the greatly increased funding so necessary to make our vocational education system, and I say say system in its broadest concept, responsive to immediate and urgent needs.

Resources will always be limited--it is imperative that our institutions be responsible to the needs of people--that we be accountable.

I think that the more extensive involvement of our junior and community colleges in vocational education can broaden the offerings of these institutions to more adequately serve the needs of the community. In this respect the educational needs of the 1770's were not too different from the educational needs of the 1970's. It was Thomas Jefferson who wisely said that the education of the people is essential to the preservation of the democracy. For this reason we should be cautious about accepting on its face the belief of some that occupational training should be the exclusive province of an agency concerned solely with imparting skills. We have seen that job skills lose their significance and importance too rapidly in an industrial society where technological economic changes occur rapidly, eliminating many job categories. Where occupational training is expertly blended with basic education offerings an individual is appropriately equipped to assume many occupational roles during his lifetime.

We should strive to attach more prestige to occupational and vocational training. It is still the American dream that every child have an opportunity for higher education. Post-secondary vocational training, whether it be in a technical school, a community college, or an institution of higher education, should be of high quality and should be rightly regarded by society as a worthy and prestigious educational goal. In order to accomplish this, vocational education administrators need to involve all educational resources and institutions that are available.

The hue and cry of the critics of our education programs today is need for coordination, the elimination of duplication and overlap. I for one am greatly concerned about getting the most effective results from the expenditure of Federal funds for education.

However, I think those who are obsessed with the concept that we need a centralization of authority for vocational education or for the direction of manpower training programs are overlooking one of the basic principles that has made our educational system in America, or lack of system, best serve the needs of a democratic society, and that is its many forms. We pride ourselves that our free competitive enterprise system has allowed us to be the most wealthy and most productive nation in the history of mankind. While we have fostered from the beginning of our organized government free public education on a broad scale, we have also encouraged private educational institutions, and our public systems of education have been under the auspices of many governmental forms, sometimes parallel and sometimes duplicating. States are organized in different ways for different purposes or reasons. This competition in education has provided for innovation, for change, and has enabled the development of more effective approaches to meet educational needs. This I would not change.

However, I would encourage a greater dissemination of information. I would encourage greater cooperation between different systems of education. I would encourage greater involvement of all educational systems in meeting occupational and vocational education training needs. I would require greater involvement of vocational education thinking in the elementary and secondary education process. And I would encourage the provision of vocational and occupational training into regular educational curriculum at the elementary teaching levels. And, most certainly, I would enlarge the funding.

May 11, 1970 - General Session

Mr. Harry Hogan, Counsel, Special Subcommittee on Education,
U. S. House of Representatives

Thank you. I should explain first for Mrs. Green that she had hoped to be here and found it impossible over the weekend. She's in Portland, Oregon, campaigning. There's a primary election coming up at the end of this month, and it has a way of intruding once in a while upon what is otherwise the very orderly processes of Congress.

The general subject which Frank Mensel, your very able representative on the Washington scene, has asked me to talk about is the immediate Congressional prospects in regard to higher education, particularly as they affect junior colleges. I have to start with the statement that the whole picture is immensely obscured not only by the current crisis but also by the really quite general confusion in the picture of post-secondary education arising from a variety of causes. In the last few years, there has developed an enormous increase in the number of people on the campuses of higher education and the insitutions that have normally fulfilled the function of presenting education for those who wanted it at that level find themselves unable either physically or in terms of programs to meet the need that is now presented. The quantitative increase has a qualitative aspect. The institutions you represent have grown out of this great need for meeting the educational desires of an enormous number of people who under old standards were not adequately prepared or would not have gone for a variety of reasons--because they were not academically prepared, because they were not financially able, because they were not motivated, because geographically it was simply not possible for them to take the opportunity. Junior colleges to a great extent have evolved to overcome these hurdles.

There are four other aspects as we would see it, as Congressmen would see it, on the Hill. One is the ability of the junior colleges to perform an academic function in the traditional way--to provide two years of academic transfer credit capability. Second is occupational-vocational training--paraprofessional training, if you will. The third is responding immediately to the needs of the communities in which they are located. In an increasingly intricate and complicated industrial civilization, we can contemplate with certainty that people will have to be retrained many times in the course of their career and they will have to do it through junior colleges. And lastly, offering opportunities to the disadvantaged, particularly to blacks in the cities.

In a time of a great budget stringency, in a time of real inflation, in a time when the Federal energies are allocated in non-educational areas, there is relatively little money in the Federal treasury. This comes as no news to anyone, but it does mean that junior colleges, as an emerging group, have to elbow their way forward to get some kind of recognition nationally for money to perform the need which they are capable of performing. I say junior colleges, but I should add that that happens to be an institutional description as well as a functional description. There are a variety of institutions which have evolved in our present social context--branch colleges of state universities; independent technical institutes, which perform no academic transfer function--so that what I'm talking about is really program responsibility rather than institutional.

We have to face the fact that the federal treasury is extremely limited. There are a great variety of demands on it, and it's going to be difficult to get any solid money to do what you people regard as essential. Let me be specific. There are probably three or four major competing domestic priorities (setting aside the war); pollution control, poverty, urban rebuilding. Inside education there are probably three or four priorities that might come ahead of you people. One question that Mrs. Green, as Chairman of her Subcommittee, has put to practically every witness that has come before her this spring, including the witnesses that represented your organization, was if you were in Congress and had only a limited amount of money for education, would you give a higher priority to whatever you're asking for (in that case, aid to junior colleges) over money to be spent for children in the pre-school years, and the answer uniformly from almost every witness has been that those pre-school years were the most important and should take a higher priority. The second priority would probably be elementary school, and the third probably secondary. You would probably come fourth--ahead of academic higher four-year education, but still relatively low in terms first of broad sectors of national priorities and secondly of the priorities inside education. I say this to you because although I think your position is relatively competitive inside the educational sector, there are priorities ahead of you. Inside the educational arena, I think most Congressmen would be very favorable to the needs of post-secondary, and probably they would set occupational and vocational training ahead of other post-secondary education needs. They would say this for a variety of reasons, and one of course is that there is an immediate direct need for that kind of training in our society. Our technology has created enormous institutional structures in which the need for paraprofessionals is extraordinary and now not being met. Secondly, and I think you people in this aspect of your responsibility are perhaps particularly fortunate, there is a general questioning going on now regarding function in higher academic education. Those questions, at least in regard to occupational and vocational training, do not trouble you as much. The dislocation that we have generally among students, the dissatisfaction expressed not only in terms of the war but generally in regard to the ultimate aims and values of our society, as seen by Congressmen, is not reflected among those who want occupational training. Furthermore, I think there's a general feeling among Congressmen that even in the four-year colleges, those areas of study which are embarked on by people who want to prepare themselves for society and cause fewer political problems, can perhaps better be supported federally than those in which students indicate their unhappiness or dissatisfaction with society. What I mean particularly is that the testimony received before Congressional Committees indicates that people embarked in business careers or in careers in which they have indicated an acceptance of society and its values and a willingness to prepare themselves don't generate anything like the dissatisfaction that is evident among those who are in such humanities subjects as political science or sociology.

With that is coupled, particularly in the minds of Congressmen, a desire to put education in the middle of our social structure, in the sense that the best place for an institution to be if it is going to perform a key function in our time is in the city, where it is readily accessible to

those who want it and where it can directly become part of the community and take some part in the solution of the social problems.

There have been a great number of bills introduced in Congress in recognition of this--the most important on the House side, at least initially, was H.R. 8200, introduced by Representative Thompson of N.J. Mrs. Green used similar language in her own bill, H.R. 16098, a separate title. Mr. Thompson in his bill would authorize enormous sums of money--a billion and a half, two billion, two and a half billion, going up 500 million year after year. Mrs. Green's bill was very much more modest. She did incorporate one provision which provided institutional aid at the rate of $100 per student per capita.

That kind of provision was picked up later by Mr. Quie in H.R. 16622 in which he awarded an institutional grant on a per capita basis--but only on degrees awarded; not on an annual calculation of people who are in school, but rather on the number of degrees awarded, on a sliding formula which favored schools with smaller numbers of students. There are, of course, any variety of possible formulas for institutional grants--nobody on the hill seems to feel any great confidence in any particular formula.

The possibility of formula aid, institutional aid, is conspicuously absent from the Administration's bill, H.R. 16621, although there are two titles in that bill which whould help junior colleges. One, Title VII, would provide a limited amount of money in fiscal year 1972, and thereafter as much as needed for short term programs of matching aid to state and local communities in helping junior colleges establish career educational programs. This title is a very limited program which really offers federal aid only for an introductory period on new programs.

Of course you continue to share under the Developing Institutions Program in which there are two modest changes in the Administration's bill. One would allow professors emeritus to continue their work. It would not require the professors from Developing Institutions themselves to qualify under the terms of the bill. In the past the qualification was limited to those who came from other colleges, presumably prestigious colleges. The more important change is one which removes the five year qualification for two year colleges in order to participate in the program.

The most important change before us, I think, in terms of what you're interested in, is that which has to do with student aid. The main thrust of the Administration's bill is an attempted rationalization of present aid in order to get more mileage. Effectively it attempts to do two things. One is to offer something in the way of a guarantee to the students that they will have federal assistance at some pegged level. The second is the concentration of aid at the very lowest level of family income. The argument for the guarantee is that students from low income levels, when they're making up their minds for college in their sophmore and junior years in high school, will, if they have the guarantee of some floor of aid, be much more inclined to decide favorably for college. This is a very good argument. There is a lot of appeal to it. The difficulty, of course, with the Administration's proposal is that although the guarantee in the

structural terms is good, the amount of money devoted to it is extremely limited and therefore the aid that is possible under it is not really satisfactory. This could, of course, be cured by the simple addition of more money. It's amazing how many problems in this human life of ours can be cured with a little bit more money.

Now it's very hard to predict what exactly would happen on the post-secondary campuses if anything like the Administration's bill goes through. It requires projections and predictions which we don't really have sufficient data to make. However, those who would attempt to make the prediction generally would say that it will result in a relocation of students on campus. Students now taking advantage of the various federal programs--grants, work study, subsidized loans, NDSL loans--can go to campuses of large institutions--Harvard, Michigan, most anywhere--by getting large size grants or work study programs or NDSL loans. They can make their way through with substantial institutional assistance.

The Administration's proposal will make the decision-making not so much institutional as it is national. Therefore, where perhaps one or two students could go, under the old program, to Harvard, perhaps three of four would go not to Harvard, but to a much less expensive place. There's a lot of justice in that kind of argument, but it does mean a relocation of students, so that they will in the future much more likely be students that you will get. Those who receive federal aid in the future will come from families with very small family incomes--less than $10,000 on the projections which they are now giving us--and the aid that they will get under these predictions will bring them up to an income level, using loan and grant, of $1400 plus $300 which they might make and save during the summer months, which will put them on lower cost campuses.

The estimate is that as many as a million more students will be on campus in fiscal year 1972 under this program. I myself have a little difficulty in following out the projections on which this estimate is based. But if the program were instituted and should succeed, then without any question we would have a transfer of aid to the very lowest spectrum of financial need. Presumably, if it's at all successful, it will encourage a great number of students who are not now able to go to college to go to college, and they will almost certainly come to your institutions.

This means that you will have to accommodate a million more students a year and five months from now. Somebody is going to have to build more space and do something for you. There isn't any satisfactory projection yet of what additional space will be necessary or how it will be obtained. Which I suppose is a way of defining something like a crisis. That is a prediction that you're going to have a problem with no ready offer of an answer to it. I'm not sure, and I don't think anybody is, exactly what Congress' response to the Administration's proposal will be. In a sense it's quite revolutionary, if I can use that word. The possibility of strong changes in results which would come about from its adoption means very probably that the Congress will take a long look and will move after extensive hearings and extensive consideration so that the impact of the thing will be much better assessed than we're able to do now.

Address by the Honorable Albert Quie
Member of the House Education and Labor Committee
May 11, 1970

Thank you. I was going to say good morning, but I guess I practically should say good afternoon. I'm sorry that I spent an hour on the George Washington Parkway, but there were just too many cars ahead of me to be able to do anything but sit there until they finally cleared off the mess. Also it took longer this morning because of some phone calls from students and ministers who wanted to talk to their Congressman about the problems in Cambodia. That's run all through the weekend and started out early this morning on the phone. It's interesting that the students and faculty members of our colleges and universities want to talk to their Congressmen so much now. The last time I was on the campus, they really didn't care much to talk to a Congressman. I remember walking into Carleton College and it was like going through the gauntlet--the students were yelling on both sides and waving signs. The big issue then was the ABM. Now the problem is Cambodia, and they all want to talk. I'm glad for the change of events, for I think it's better when we talk with each other than if we just yell at each other. I don't think it's a very good idea when emotion is substituted for reason. I also might say that I don't think it helps very much when anybody calls names, whether it be a high ranking official of the Federal Government or a student. You can't solve anything that way.

Until this time, with the expansion of the Vietnamese War to Cambodia, we had little unrest and disturbance from students who were studying for their career in occupational skills, be it engineering or other skills in vocational schools. Things were pretty quiet on those campuses. Enough so that I have kind of a feeling that rather than sending my next three boys to college, I'll send them to auto mechanic school. But I think probably that this is an indication that career education or teaching occupational skills evidently has some relevancy to it. One of the watchwords of the students is that their education is irrelevant. Many of them have said to me this last week that the war could stop tomorrow and we'd buy a little time, but the problems would still be there. The problems, they told me, were the irrelevancy of education, the racial conflict, and how slow we are to solve our social ills. So that will still be on us.

I think that it's extremely important that you are meeting together--the people who are working with area vocational schools and the junior and community college educators. I'm glad the two associations have gotten together today, because the task of education is just too important and much too difficult for the educators to be fighting amongst themselves. I've heard this too long in Minnesota--the junior college people and the vocational education people at odds with each other. The task facing the nation now is to meet the critical needs of vocational technical and occupational education generally, and the jurisdictional disputes will have to be put behind us or we will have to try and find a way to resolve them. Maybe this meeting can help bury the past, a past which has seen vocational education either scorned and isolated or else dressed up and ornamented to fit into the academic conception and to be credited towards a degree.

To those of us who are not educators but have watched these developments with interest, it often appears that the rapid changes in the requirements of the job market are blurring those old distinctions between what we call higher education and other post-secondary education. Perhaps the only truly important consideration should be the product--not what you call it or the name of the institution that turns out that product.

As I understand the matter, the Federally supported vocational-technical education last year enrolled about 700,000 full time students in the post-secondary courses. Now these enrollments, I'm told, are about equally divided between the area schools and technical institutions on the one hand and the community colleges and junior colleges on the other hand and then a small fraction was also trained in courses in the four-year institutions. To me, this means that there has to be a very high degree of understanding and cooperation between the vocational educators and the junior college educators if we're going to build a truly effective system of post-secondary occupational education. And that of course is the challenge of the meeting you're having here today. So I say to you, and I can't emphasize it too strongly, that what you're doing is critically important to our country. We can't afford either socially or economically to continue to neglect occupational education. Before the turn of the century, and I think well before the end of the century, we must have an educational system which genuinely serves the needs of every individual citizen and which anticipates rather than lamely follows the technological occupational changes. In my judgment, if we really are aiming at the goal and not undershooting it, roughly, the Federal Government alone would be spending about 3 billion dollars annually in programs closely related to occupational education at the secondary and at the post-secondary level. We have a long way to go before we reach that point, but it's worth noting that we've come quite a ways in a short time.

The growth figures don't give us all the information we need, but they are useful to show some trends. In 1957, about 38% of the labor force in the U.S. had no high school education at all, 29% were high school graduates, and 9% had four years of college or more. Ten years later, in 1967, the ones without any high school education decreased from 38% down to 21%, high school graduates increased from 29% to 36%, and those in the labor force with four years of college or more jumped from 9% to 12%. This shows some really enormous gains in the educational level of the American work force within a single decade. What it does not reflect, however, is that the changes in technology and in job requirements within that decade are immensely greater so we probably are no further ahead in fitting people for employment than we were ten years before. Of course, as all of you know better than I do, we made a significant progress in occupational education in the last 15 years. Vocational-technical enrollments are more than doubled, and enrollments in such fields as health education and technical education have tripled and quadrupled. In the four year period from 63-64 to 67-68 the graduates of occupational curricula in institutions of higher education increased from 56,000 to 88,000. So we're making progress, but it just isn't fast enough.

I think it's beyond question that the gains we made in post-secondary occupational education could not have been realized without two virtually

simultaneous developments. One was the tremendous growth in numbers and enrollment in the junior and community colleges, which really began its huge expansion in 1961. In 1961 there were 524 such institutions enrolling 518,000 students and by 1968 there were 802 institutions with enrollments of 1,300,000 students. The other factor is the revitalization of Federal support for vocational-technical education, which began with the 1963 act and more recently has been helped by the 1968 amendments. We have seen the Federal appropriation jump from $50 million to $350 million annually in that same period. Today I understand that about 21% of these funds are devoted to occupational education in two year and four year higher educational institutions. Whatever other problems you have and however shaky the partnership may be in some areas, just keep in mind that together you're building the nucleus of a new education system. Your meeting here this week should be critically important in attaining that goal you're seeking.

I know you have both interest and concerns in the current legislation that's being considered in the Congress--or which will be considered--including the Administration's proposals, student assistance proposals, and my own proposal on institutional assistance. Let me say that I introduced the Administration's bill not because I agreed with all its provisions but because we had to have it before the Congress as a part of the general consideration of legislation *and because it contains some extremely* useful concepts. Probably the most important concept, that we should enact just as quickly as we can, is what some are calling the Solly Mae concept, based on the Fannie Mae concept of the housing industry, is to provide a secondary market for student loans. This would vastly expand the available loans for students. I think this needs to be carefully considered but it's a very promising idea. The hope of the Administration is then that no student would find it impossible to secure money to go to college, at least in the form of a loan. The Administration inadvertently left out the same kind of assistance for vocational-technical schools and proprietary schools, but they now have corrected that proposal and it will be a part of our Committee's consideration of the legislation.

I might make a point here, too, that we learn very little about proprietary schools from the U.S. Office of Education because they have little responsibility, but I understand that there are about 7 million young people in one way or another connected with proprietary schools. A little better than 5 million of that 7 million are in correspondence courses and the rest of them are pretty much in day programs. That is a huge concept of education that you may be ignoring as you're meeting together today. Well I just want those of you who are connected with vocational-technical education to know that the Congress will not permit a backward step in helping students in all kinds of career preparation in all kinds of institutions. The Administration also has, as a part of their bill, assistance for career education for all institutions with particualr attention given to the community and junior colleges. The Congress probably would share my view that we should not give special emphasis to any one institution. We ought to provide assistance for career education to all institutions who want to avail themselves of it, whether it is a vocational-technical school, a junior-community college, or a four-year institution.

Also I hope that we will consider an institutional grant concept. It is my feeling that to provide all assistance to post-secondary education through student aid will only push the cost of education up higher and make it extremely more difficult for the middle income families who receive little help from the student assistance that is in the Administration's bill. That's why I have introduced my bill which was mentioned a little bit earlier, H.R. 16622, and I've based it on the number of college graduates, baccalaureate degrees that are provided by institutions, with a hope to reward the institutions for what is accomplished rather than just hand money out as an institutional grant because the institution happens to be in existence. Now there may be ways of determing the capability of the institution other than by the graduates and, of course, the most difficult in what is being accomplished and using that form is with the junior and community colleges. We provided in my bill a 15% set aside for the junior and community college to be distributed as the Administration could best work out a formula. Many of you I imagine feel that this is inadequate, but I say to that that we welcome your suggestions on how to accomplish the same thing in junior and community colleges. In institutional assistance I know there have been some who feel that the institutional grant ought to follow the Federal aid. I do not accept that proposition myself because I doubt that the only students you should be competing for are ones who receive Federal aid, nor that that indicates the capability of the institution or what is being achieved. The best I've found are the college graduates on which to base the assistance and then hopefully providing equitable assistance for the community and junior colleges who are in effect in many cases providing the first two years of a four year course toward the baccalaureate degree. But the Administration's desire for accountability which is now evident in the elementary and secondary school level is going to move into the higher education level and some time in the future we'll see this evidence as well.

Now you may gain the impression that the Congress is going to move pretty soon on legislation for post-secondary education, but I rather doubt it. I rather doubt it because of the concern of the Congress for the problems that have been existing for the last week and a half on our campuses, that is, the student dissent and student unrest. Members of Congress are fearful of higher education legislation coming to the floor now because there may be an increase in punitive amendments to get at the students and get at the colleges that haven't cracked down on the students hard enough. Of all the needs of higher education, one thing we must correct as well as improve is the aid for the students. You can talk about career education or assistance for vocational-technical schools or career educational assistance for the junior and community colleges, but any post-secondary education legislation must carry with it aid for the students. For that reason I doubt it would be wise for the Congress to move any legislation before July. Judging from an informal meeting of our Subcommittee, I have some pretty strong doubts that we're going to see any legislation come out of that Subcommittee or out of our Committee in this year.

One of the reasons is that when we passed the Elementary and Secondary Education Act Extension a short time ago it also provided that any of the programs administered by the U. S. Office of Education would automatically be extended for another year if no new authorized legislation is provided. That means instead of expiring in the middle of 1971, the expiration date would be June 30th of 1972. With all of the other problems the Congress has, I think there's a strong likelihood that nothing will be done until the new Congress comes back in January. That means you'll be under the pressure of time that you should like to stay away from in developing educational legislation, the pressure of time meaning that we might run up to some deadlines before the legislation is enacted in both the House and Senate and sent to the President. Looking at it from a more optimistic point of view, maybe we need that time in order that you can resolve your differences and come in with a united front.

I doubt that the Congress or the Administration is adamant in the views of the legislation that has been introduced. I know they are as desirous of hearing from you and of receiving assistance from you as the students now are desirous to talk to Congress and the Administration. Following this meeting I think you will find a very receptive group in the Congress who would like to find out what you feel is necessary in the legislation that will enable us to achieve the goals we desire, and that is to make certain that every young person when he leaves his formal education carries with him either the skill for a job or the tools with which he can accumulate those skills in private industry. So I wish you success in the work you're doing and look forward to hearing from you.

May 11, 1970 - Question Period

Q. How was the 15% set aside developed in your bill--what's the rationale of it?

A. (Quie) The rationale was, I didn't want to set it too high. I picked out of the air 15%. I thought if that was inadequate I'd hear from you, while if it was too much I probably wouldn't hear from you.

Q. Difference in two bills regarding institutional support. One has full time equivalent students, the other bases aid on student head count. Has the Subcommittee looked at this, resolved it?

A. (Quie) No. We have had general hearings. The Subcommittee has spent no time discussing the details of legislation. Have only been listening so far. We have the two concepts before us. I gather we'll be hearing from quite a few people and organizations before that point is ever reached when we resolve it. We've got a couple months of work before we reach that point.

Q. Where can we expect to get capital for construction of community college and area vocational schools?

A. (Quie) I guess the answer, from the trend of the last few years in the Federal Government, is that it is a pretty meager source to get that kind of funds. We went through a period of time when the Congress and the Administration then seemed to be quite interested in providing assistance for facilities. It's always easier to provide assistance for things rather than people and it was the easiest task to do it that way. But I guess about the time of the poverty legislation our concerns had developed for benefits to people, and because of that our assistance for facilities began to wane. Also another factor caused the Congress to spend less time and the Administration even less considering the need for grants and facilities, and that was a new concept of aid by subsidizing the interest on loans that institutions secure from private lenders. I thought then that it was a mistake--that we would then shift the emphasis the way we seemed to be doing from the direct Federal loans to students to the so-called guranteed loan program and I think we've caused a considerable amount of trouble that way. It is a great help to the budget because it doesn't appear on the budget.

However when you look at the additional cost to an institution over the large number of years that it takes to repay it, you've increased the cost of operation considerably. I think you're just coming to that point again to reconsider need for facilities. It hasn't come to the point where anything is resolved as yet, but I think there's a growing awareness on the part of the Federal Government. I guess what you need is additional effort at the Bureau of the Budget to make them have that same kind of awareness. I haven't noticed that they have that awareness like some other members of the Administration and the Congress have. At the moment there's really no additional funds for construction of facilities that has been up the present fiscal year.

Q. Observation. Feeling of questioner is that the priorities of the two speakers are interlocked, and therefore, should not action be taken then to move on the Education Bill? Part of the bill ought to include money for capital improvements since facilities money is not available.

A. (Quie) You're absolutely right, but that doesn't mean you're going to get it. Because education has always looked to the past while technology looks at the future. Now you're trying to look at the future and prepare for it and I don't think you shouldn't continue to press as hard as you can, but the experience before has always been we've finally done a rush crash job. Now I think the million, million and a half that we're talking about is something that we should have right now. In fact I think it would be better if we were teaching some of the young people a skill that would be worth something when they look for a job rather than spend so much time in teaching them the philosophy of Hegel. Now you're right that if you're going to develop the environment so that people can live in peace with each other it will be more than cleaning up the trash, water and air, and we must develop a relationship for one human being to another. The events of last week, to say nothing of some other weeks, and also the problems between the poor people in the city and those who are outside--the city and the suburbs--show that we have broken down that part of our environment as well. Now usually you expect that the liberal arts colleges are the ones you'd turn to. I remember Barnaby Keeney, back about 1964, saying that the higher education institutions are the ones you'll turn to to solve the problems of man's inhumanity to man, man's inability to live in grace with each other. However, I think that it will be the career occupation people who'll really find those answers rather than the liberal arts academicians. I wish it was the other way around, but the last six years have indicated that the American people have lost faith in higher education institutions, the four year institutions.

Q. He has the same question we had in construction money, but he must have a subsection, whether all the good elements of three or four bills could be brought together in a single bill.

A. (Quie) I say the good elements, and I assume that since we're all a bit subjective. One thing I'm sure of: that there will only be one bill passed. But the parts Congress likes will be put together in one bill. You raise a different point of view, but we'll finally resolve it. I would say we'll do that in the House, and the Senate will have some different points of view than we do, and we'll have to resolve those differences in conference, and we just hope that then it's good enough so that the President will sign it. Usually the President has enough of his assistants who are working with the House and the Senate developing the legislation standing outside the room when we're in conference answering questions. So we'll have it resolved eventually, but don't hold your breath. It's going to take a while to do that. And I'm quite pessimistic that we're going to get it accomplished in this session of Congress. I was more

optimistic earlier in the year, especially when this was set as the number one program of importance in our committee, but after our subcommittee meeting I am now quite pessimistic we'll ever have a bill presented to the President in this session of Congress.

A. (Hogan) I'll have to tell the Congressman what I said. I said, Mr. Quie, that it seemed to me that the country faced a number of domestic problems which were competitive in terms of priorities, apart from the war. We would have such domestic problems as pollution control, solution of poverty and urban problems, race problems. I said that all those would require a great deal of money, that they were at least competitive and possibly priorities, at least in some people's judgment, and secondly, within the sector of education itself, there were again competing priorities and probably many people would put them ahead of post-secondary education. I referred particularly to Mrs. Green's interest in pre-school education and the question that she put to almost every witness about how he would judge what he was asking for in terms of priorities compared to pre-school education. I should add perhaps some comments on the gentleman's question that of course the fact of our priorities would not mean that some interest lower on the list would receive nothing. These are balances of interest. I think it can safely be said that when Congress does act, there will be substantial aid for higher education and in that category of course junior colleges and technical institutions. The problem of when it would act is a very real one and I believe that I could safely say that probably Mrs. Green shares the Congressman's view that it would probably be difficult to expect action this summer. And that very probably that would mean a carryover into the next session.

When you look at the priorities expressed by the Congress you might get a picture from the appropriations bills that were increased this present fiscal year. There were three bills that were increased over the President's request. One of the farm bills--that was a supplemental appropriation because the money was already being expended--because you really have backdoor spending in farm legislation for the Commodity Credit Corporation, so I don't think that's a very good indicator. The second one was public works for sewage disposal plants for water quality, and because of the interest in ecology you can tell that is the number one interest in the country, and until last week on the campuses as well. Incidentally, the environmentalists weren't the ones who came to Washington if you look at the Ellipse after they all left. But I think the interest is still there. And the third bill that was increased over the Administration request was education. So I think you really have in environment and education two of the main interests for the Federal Government increases in expenditures.

Now in education, I think there are three areas of greatest priority. One is pre-school education, but we still don't have the skills yet to successfully accomplish our goal in pre-school education. We're

still trying to find that out. The second is education in the basics, and we were interested in that a long time ago because of the desire of accountability. I think now the Commissioner of Education's claim is that education's moon is reading. The desire to teach children to read and a few other skills probably will develop as we learn the best ways to determine whether they're working sufficiently or not. And I think here we will see the greatest increase in expenditure for education in this coming year.

The third area--and none of these are in order; I think they're all about equal in priority--the third area in priority is in career education or vocational-occupational skills, and the Congress has indicated a willingness to expand appropriations there. In fact, it has never turned down a proposal for an increase in vocational education expenditures. It is interesting to note that this year the amendment that was turned down by the House of Representatives did not provide any increase for vocational education. So we haven't really tapped the full amount that the Congress is willing to go. But these appropriations are under the authorizations that presently exist in the law.

What we're talking about here is an additional change in authorization, and here I feel that the problems of student dissent are so great that it is going to be extremely difficult for us to move this year. I wanted you to know that pessimistic point of view, for it is much better to be happy that the press point of view did not prevail than to give you any optimistic point of view that we're going to get it done, and then you would be unhappy because we were not successful. Better to be happy than be sad, and I wanted to give you the bad news so that you'd be aware of it.

I wish it was the other way around, but the last six years have indicated that the American people have lost faith in the higher education of students, the four year institutions and the universities. Can you imagine six years ago that anyone would have believed you if you had said that the Governor would close all the institutions of higher education in the state of California? Would anybody believe you if you said that over 400 institutions would voluntarily quit and just close up because it's more important that the faculty and students go out and talk to the townspeople and the Congress and the Administration than to be educating the kids? Do you think anybody then would have believed that many institutions would have told their students that we'll give you till next October to get this work done on your own; this is more important than going to an institution of higher education.

Now I think that career education is the one opportunity we have. If we could separate that from the other higher education institution legislation, then I'd be much more optimistic than I am right now. However, the fact that we must correct and improve many parts of our student assistance program, which must be an integral part of new

legislation, is going to cause us all that extreme difficulty. If for some reason or other we could have tied it to the Vocational Education Act and have the Vocational Education Amendments of 1970, we'd have greater chance of success; but this is the dilemma we're in. You people are concerned with an area of tremendous need, but how do we develop legislation to achieve that without being bogged down, while the Congress is trying to sort out all the problems that exist now in the relationship between students and faculty members and the so-called establishment in government?

Q. Congressman, I'd like to ask a question, if the group would indulge me for a moment, back to the priorities and the timing. It seems to me this is really the crux of what we're talking about here this morning. What, in your judgment, would it take to get them more clearly identified, interrelated, tied together as it were, and to get movement by the Congress to consider it at an earlier date? In view of the social conditions of the moment?

A. (Quie) I think an expression from the constituency would do the trick. That means that if members of Congress come home you go and see them. So they get to relate a face with that name that writes them or calls them or sends a telegram. And also delegations to meet with the Congress. Make certain your association does more than just testify before a committee when a bill is up. And that's the way you indicate to Congress that the demand is there and the problem is not something to be resolved when the Congress finally gets around to it, that this is an urgent priority. And I think this is the way you do it, and that's the time honored system of reaching your representative in the legislative process. This is what the students did last weekend. In fact, what the students did in seeing their Congressmen and the Administration was extremely good. During the Moratorium there weren't many of them coming around talking to their legislators. The same was true of the Poor People's March in Resurrection City. There were people from Minnesota who said they were going to come see me, but they never showed up in the office. Now I think that this is the best thing, what the young people have done, and I think you have to do that as well. Just get on that doorstep and talk to them about it and lay out the tremendous needs and what you think should be done.

Q. The question is whether the Federal Government could assist local colleges in the handling of bonds.

A. (Quie) The only way the Federal Government could, I believe, is to make certain that there would be no limit on the interest that could be paid to secure the money. Because those who have no limit are securing the money no matter what. You know they go to 20%, as one friend of mine did in order to buy land, and it turned out that he could pay 20%. Now I know the colleges aren't about to pay 20%, so the Federal Government would have to go even that step further and make up the difference in whatever interest rate you'd have to pay. That's about the only way you're going to get the money until

the Federal Government is willing to change its policies and start implementing the legislation that's already on the books which would permit the direct loan, such as we have in the Higher Education Facilities Act. To me that's the best way of operating. That's the way I feel we can continue to do it, as we have done it in the past.

May 11, 1970 - Luncheon Speaker

Mr. Charles Lee, Executive Director of the Emergency Committee for the Full Funding of Education Programs, Washington, D. C.

I am very glad to have the chance to be with you. I have the feeling, having walked into a number of the meetings this morning, that I've seen a lot of your faces on the work that we've been doing this last year, and I know I saw a good many of you when the authorizing legislation went through. It's been a very good year. It is a year that laid the groundwork for the 70's, and that's really what I want to talk to you about this morning--what we have done, what can be done right now, and what ought to be done in the next decade.

I think literally the answer lies in the hands of each of you. You have shown that when you work together and when you work with all other segments of education, you can make a change in national policy with regard to the funding of educational programs. This is the first time that an appropriations bill was vetoed by the President of the United States because too much money went into it. It was vetoed because of the fact that you in both your organizations worked with elementary and secondary school men, with the four-year college community, with the librarians, with the guidance and counseling people, and you told the story that only you can tell to your own Congressmen and your own Senators. We do have a slide presentation today that I want to move into; so I won't go into much detail on the tactics that we used. I only want to stress about three major points.

There are about 200 people here. That's 600 Congressional contacts--one Representative and two Senators--that could come from this meeting. And it's the right time to do it, because tomorrow morning at 10:30 the Senate Subcommittee goes into executive session to mark up for the first time a brand new appropriations bill. That brand new appropriations bill is for the Office of Education all by itself, and that is one of the fallouts of what was done last year. Education has been given a higher priority in the allocation of the nation's resources as a result of the work that was done by men and women like yourselves who took the time and trouble to communicate your concern to your legislators. We're so used, since Franklin D. Roosevelt, to the Executive Office taking the lead that we fail to realize that under our Constitutional system the Congress of the United States plays a very important role in decisions on policy with regard to education and it plays a crucial role on decisions regarding the funding of programs that have been authorized.

If I may for a moment, I would like to repeat the civics that we've all had and differentiate between the two types of legislative proposals that serve as the guidelines to the Executive in the carrying out of national policy. The first is authorizing legislation, which sets down the groundrules and the findings of what ought to be done and puts the dollar pricetag on what ought to be spent to accomplish that purpose. We talked a lot about priorities and education, but really, when it comes down to it, the priorities have been set in the legislation that the House, the Senate, and the President of the United States have signed in the authorizing bill. That's where the determination is made, and that

is the determination that will hold until those authorizing bills are changed.

The appropriations process is the allocation of fairly scarce resources among a number of approved programs. Here is where we've fallen down. We're a bipartisan operation in the Emergency Committee, because we don't think that any Administration of the last four has applied a high enough proportion of the available resources in the funding of these programs. Why is this important? Well, we've gone to the moon. We were able to do it because we've put together over time through our educational system the men and women who made it possible. We have problems for the future in pollution, and we aren't going to solve them unless we have men and women who are trained and able to cope and come up with solutions to problems. That's why we believe education has to have a higher priority if we are to meet the challenges of the next two to five decades.

Politically, we are in a very strong position to do it. If I can believe what my friends on the Republican Senatorial Campaign Committee have said in their position papers for their Senators, in the next election the high probability is that more school teachers will vote than will farmers in this country. That means that as our political history of the past 50 years revolved in the politics of agriculture, so, I have a feeling, the decisions in education for the next 50 years will have increasing political importance. Just one word on this nasty word politics, which is the way we come to decisions in a democracy. I listened to a very senior staff member on the House Appropriations Committee who has been working in this area for thirty years and he reminded me of two cardinal principles that we don't teach in our civics classes. The first, in the words of President John Adams, is that "the national interest is the local interest writ large." The second is that while merit is important, the amounts of money that are allocated in the appropriations process are a function of power rather than of merit primarily. Power in this context means the number of votes that you can command to support a proposal.

Before the enactment of H.R. 514 this spring, we had authorizations amounting to about $9 billion annually for education, but we were getting appropriations below the $4 billion mark. It barely managed by adding $616 million to the April budget estimates last year to get up to about $3.8 billion. This year we're in a better situation. Already the Office of Education Appropriations Bill carries in it about $700 million more than was in the January budget estimates. We made our first crack-through. The President has recognized this. On the 23rd of March he sent up a budget amendment to his January estimates amounting to about $270 million. What was his reason? Very simple. The Congress had exceeded the amounts he thought they would appropriate for fiscal '70 and he had to keep balance.

So we have made progress. But more progress needs to be made. For the most part, we are funding education programs at less than 50% of the authorization, and in most cases at less than a third of the authorization. We are not trying to put pressure on any Congressman. What we are trying to do is to bring to him the facts of what he does in relationship to the proposals that are before him. What are the consequences of following course A versus course B? You are the people who know the needs

of your own areas and you can speak to that effectively. You can tell him that unless college construction money, for example, is added, you're going to have kids and no place to house them, no place to teach them. You can remind him that it takes about six years from the time you get the money to the time you're ready to open the doors for your first classes. You can detail the problems that come about when you're forced to turn down eligible applicants because you don't have the money under NDEA Title II to provide direct loans so they can prepare themselves to repay with interest the amount advanced for their education.

And that brings me to the other point: Every dollar that we put into this endeavor--whether it goes to the pre-school, the elementary and secondary, the post-secondary, higher education, or graduate education--is a capital investment that returns many times in dividends the amounts expended. Just think about the last time you paid your income tax and contrast it with the amount of aid you may have received under NYA. I know in my own case I got my Master's on the G.I. Bill and I have paid for that every year for a number of years many times over. The same thing is true when you look at the national scale. We have about a $64 billion industry in education at all levels funded from all sources. Yet, 25% of the increase in our gross national product, if we can believe the economists, is a direct result of the work that is being done in the graduate schools of our nation. We know we aren't going to have good doctors to take care of our health unless there are good four-year courses for them to go through. We know that they are not going to be able to achieve that if they haven't had good elementary and secondary preparation. There has been a tremendous waste of talent all the way along the line because kids have dropped out and haven't been turned on to prepare themselves for the careers to which they will or should be aspiring.

We know from what you have told us in the hearings that every youngster graduating today probably will have three or four major changes of vocation in his lifetime because of the expansion of our technology. We better keep ahead. And the only way we can keep ahead is to get the money that it takes to do the job, to provide the goods and services to the youngsters so that they in turn can meet the problems that they will be facing and prepare for the generation that follows them.

So there is nothing wrong with asking you to lobby in the public interest for what you believe in. You have the tools to do it. You have the trained people to do it. The only thing that you haven't had--and meetings like this help to bring this about--is concerted action--working together with all others in the area to present the picture which will allow informed and intelligent decisions to be taken in the appropriations process.

May 12, 1970 - General Session
Reports from the Issue Panels
(See program for names of panel leaders)

GROUP I: ADMINISTRATION AND PLANNING

Approximately 30 persons participated in sessions of this group. The moderator, HEW and Congressional staff members and resource persons identified some of the existing problems and challenges of administration and planning in occupational (vocational) education at the postsecondary level. Also the problem of coordinated efforts between AVA and AAJC was recognized.

It was explained that education in the 70's will be different. This difference will require forward planning followed by cooperative implementation. The need for such action to be relevant to need, product and resources was emphasized.

Among the statements and comments by presenters and participants were the following:

- It is difficult to coordinate the missions of AVA and AAJC; institutional sacrifices will be required.
- Occupational education is shifting to the postsecondary level.
- A different kind of occupational education will emerge at the secondary level.
- A clear definition of our product is essential.
- Congress is trying to remove fuzzy barriers in education.
- Occupational education decisions should be made primarily at the local level.
- We need to determine clearly how AVA and AAJC can and should work together.
- There is need to get away from the hardening of "categories."
- Professional planners are not usually well received on the Hill.
- Community colleges should adopt the philosophy of preparing people to earn a living.
- Can teacher education help resolve the problems?

Following considerable discussion, it was moved and approved that the group recommend the establishment of a continuing task force (AVA and AAJC) to review legislation for the purpose of developing a proposal to be presented to Congress following appropriate review by constituent members.

A few specific elements of such a proposal were identified and approved by the participants, including:

- Payments to institutions should be on a basis other than the number of graduates.
- Funds for planning should be available.
- Funds are needed for continuation of Title I, Higher Education Facilities Act.

Other areas in need of consideration included:

- Flexibility of funding--funds should be available to a wide variety of institutions and programs.
- Necessity for continuous forward funding in federal programs.
- Problems of accreditation need to be acted on.
- The wide diversity of occupational education in our nation must be recognized.
- Methods for coordinating secondary and postsecondary programs.
- Techniques for assisting institutions to utilize funds available from the wide range of federal agencies.

GROUP II: CONTINUING OPPORTUNITIES FOR OCCUPATIONAL EDUCATION

The group was asked to first respond to the question, "How can we overcome the stigma attached to occupational education?" The session offered the following points in response to that question:

- Form youth organizations.
- Introduce new terminology.

- Sell business and industry on the value of the two-year college graduate.
- View youth as a national resource.
- Recognize that we can't get away from the fact there is a hierarchy of training.
- Personalize occupational education.
- Emphasize the term "career," as it seems to be most acceptable.
- Help teachers feel assured of respectability in vocational education.
- Utilize vocational students in describing vocational education to the public at large and special interest groups in particular.
- Stimulate more involvement between vocational education and other facets of education and the public.
- Give programs more flexibility by the development of related courses.

On question number two, "How can occupational education be made an integral part of the curriculum in elementary and secondary schools?", several approaches suggested were:

- The broad use of television to attract parents.
- The use of mobile units to demonstrate the nature of vocational education.
- Someone has to influence the decision-makers within the community for enlistment of aid.
- Each segment of the educational community must be willing to give up some of their prerogatives in the interest of what is best for youth.
- Increased articulation between all levels of education. Educators must talk to each other about these things.

GROUP III: ACCOUNTABILITY

Rationale. Guidelines in the current bills proposed for aiding community/junior colleges do not take into full consideration the characteristics of the community/junior college student.

Recommendation. Support incorporated in the proposed legislation should make provision for part-time students, non-degree seekers, and others who enter and leave the institution at various times for various reasons. To count only "full time enrollees" and "number of degrees granted" puts a penalty on those institutions which attempt to serve persons who need the community/junior college the most.

Rationale. The degree of uncertainty on funding for federal legislation mitigates against the institution's doing an effective job in occupational education in terms of both tooling up for new programs and provision of facilities for existing ones.

Recommendation. Larger, more consistent appropriations be provided for new construction, equipment and maintenance.

This group further recommends that representatives from AAJC, AVA, APGA and the Association of Curriculum Development (ASCD) come together as a team to explore new levels of cooperation and coordination to improve the image and credibility of occupational education programs and opportunities, especially as they relate to minority groups.

This team should also be charged with: 1) seeking new ways of articulating occupational education programs and curricula beginning at the elementary level; 2) the reexamination of programs and curriculum in light of the increasing job opportunities in the area of public services; and 3) the dissemination of information as it relates to the previously mentioned concerns.

GROUP IV: PROFESSIONAL BONDS

To change negative attitudes about vocational education, we recommend:

- Intensive and continuing communication about occupational education at the national, state and local levels.

- State planning of the utilization of human resources to avoid unnecessary competition between and duplication of institutions and programs.

- Development of occupational education planning in each of the states on a state-wide basis.

- Improvement of the product of occupational education by improving instruction.

- Enlistment of advice and assistance of occupational education students in communicating the societal contributions of occupational education.

To improve teacher education, we suggest:

- Requirements for certification of occupational education teachers as they pertain to every state should be studied by the National Advisory Council on Vocational Education and the respective State Advisory Councils on Vocational Education with a view toward the elimination of undesirable inflexibility.

- Much attention to in-service training is required, particularly with non-degree faculty.

- With rapid technological changes expected in the future in our society, teacher preparation should emphasize:

  1) Learning more about motivation and motivational techniques;

  2) Concern for learning about the structure of knowledge;

  3) Learning to teach critical thinking.

- Postsecondary institutions must play an increasingly important advisory role in assisting teacher training institutions in developing new and improved programs of teacher training for postsecondary education.

To utilize more effectively the State Advisory Councils on Vocational Education, we must:

- Recognize that State Advisory Councils required by the 1968 vocational amendments have great potential for the cementing of professional bonds and the effective political persuasion required for governmental action.

- Plan to work systematically with and through the Advisory Councils to change professional and lay attitudes about vocational education and to bring about desired changes in teacher education.

- Continually communicate to the Advisory Councils the needs, the problems and the promises of vocational education.

In the belief that it is essential to develop further professional relationships between vocational educators and community college educators, Group IV also offers the following resolution:

WHEREAS, the quantity and quality of vocational-technical education is one of the most compelling national, state and local issues, and

WHEREAS, community-junior colleges, technical institutes, and other postsecondary institutions have emerged as an important segment in the broad spectrum of vocational-technical education and now share in the total responsibility with elementary and secondary education, and

WHEREAS, the American Vocational Association and the American Association of Junior Colleges have indicated concern for adequate funding of vocational education and maximum utilization of monies by public and private agencies and education institutions, and

WHEREAS, both associations are cooperating to resolve vocational education problems, marshall financial support, and initiate action, as reflected by sponsorship of this national seminar on postsecondary occupational education,

THEREFORE, be it resolved that the American Association of Junior Colleges and the American Vocational Association, desirous of a united cooperative effort, establish a joint committee to foster cooperation between the two associations, and on a continuing basis, work for responsible action and appropriate legislation at all levels of government for financial support and expansion of vocational-technical education.

GROUP V: ACCREDITATION

Goals guiding the discussion on accreditation were:

- Legislative priorities;

- How can educators function in the accreditation process?

The group devoted much time to a discussion of the problems, issues and symptoms involved in the accreditation of occupational education programs. The general atmosphere of the group supported the joining together

of the AVA-AAJC to study and pursue immediate action to improve the process of accreditation of occupational education.

Some of the issues and problems identified were as follows:

- Congress views accreditation in the framework of a protective device--one to see that federal dollars go to reputable institutions. In this sense, we are really talking about eligibility.

- Accreditation in vocational education in the past has been based too often on profit criteria. This excludes many students. There are approximately 5,000,000 students in correspondence programs and another 2,000,000 students in regular "day" or in-school programs whose institutions fit into the profit-making category.

- Can occupational education be made to fit the mold of accreditation as we know it today? More emphasis must be placed on purposes and objectives of programs and on the needs of the students.

- A recurring issue was the concept of accreditation based on process so common today, versus accreditation based on product--the graduate. Means of reconciling the two must be devised.

- Who should occupational education be accountable to: a governmental agency, regional accrediting agencies, others? In the end, accountability must be to the public.

- Lack of communications among various segments of education concerned with occupational accreditation continues to be a problem.

- Regional accreditation has been viewed by some as protection against unreasonable demands of state agencies.

- Lack of knowledge exists in regional accrediting agencies with regard to vocational education. Existing criteria used in accreditation have not always been appropriate.

- Program accreditation competing with regional accreditation leaves administrators with conflicting criteria and requirements as well as excessive costs.

- Two hang-ups related to accreditation have been:

  1. certification of teachers;

  2. transfer of credits--open door policy.

- Accreditation has kept some deserving institutions from receiving federal funds.

- Can the educational community "police" its own ranks and make it work? Through accreditation?

- Should accreditation of occupational education programs be done by AVA-AAJC jointly?

- Criteria, interest and motivation for accrediting occupational education programs varies widely among the regional associations.

- Regionalism in accreditation is contrary to current society trends and directions.

Suggestions and general recommendations:

- More involvement of the groups concerned with occupational education in the accreditation process.

- Support the AVA study on accreditation, for it should provide many of the answers we are looking for.

- Occupational educators should provide appropriate criteria and procedures examiners in the accreditation process.

- Attempt to achieve uniform criteria and procedures among the regional associations.

- Assemble the best occupational education leaders to assist in development of criteria and to train prospective examiners.

- Education itself must act rapidly to improve accreditation of occupational education.

- Improve communications among sectors of education involved in accrediting occupational education programs.

Specific recommendations for immediate action:

- Prevail upon the regional organizations and Federation to rationalize the accreditation process as it pertains to occupational education.

- AVA and AAJC should name specific committees to study accreditation of occupational education. These committees should coordinate their efforts.

1. AVA should devote meeting time at their New Orleans convention to this specific topic and invite AAJC members and representatives of the community college movement.

2. AAJC should reciprocate at their next convention.

3. Pursue steps necessary to establish a pool of trained examiners of occupational education programs in cooperation with existing agencies and organizations. Such a project might be supported by USOE or other funding agency or a foundation.

- AVA and AAJC should conduct staff studies of groups interested in accreditation of occupational education programs.

- Steps should be taken to make institutional accreditation and program accreditation as compatible as possible.

- Accreditation must be made student, not establishment, centered.

- AVA and AAJC should continue to take leadership to improve communications among the concerned groups.

GROUP VI: QUALITY IN OCCUPATIONAL EDUCATION

A quality postsecondary occupational education program in the 1970's can and should include a new and vital dimension which would amply justify the use of substantial federal funds. In addition to the traditional criteria, a quality program implies the commitment by the institution to:

1. Provide for each student maximum options in career education programs that:

   a) are within his capability;

   b) are compatible with employment opportunities in the community or region;

   c) prepare him to obtain entry level employment within his chosen occupation and to develop a career which will provide a satisfying living for himself and his family.

3. Be accountable for the improvement in each student's occupational capability while he is in school and for his employability when he leaves school.

4. Remain available to the student throughout his lifetime for additional education and remain accountable for his continued employability.

I. What is the role of the Federal Government in promoting high quality occupational education?

- To serve as a catalyst (not an agency to mandate), to stimulate leadership, encourage communication, foster innovations.
- To encourage use of evaluation funds for follow-up and follow-through, and coordination with industry.
- To distribute aid based on number of students and quality of programs.
- To provide leadership services to states.
- Plan regional conferences to promote quality in planning, instructional materials, and programs.

II. Should federal law or regulations set minimum standards in such matters as teacher credentialing, course hours, or required equipment?

- No (group consensus); responsibility rests on the states.

III. What are the acceptable criteria and guidelines for judging the quality of an occupational program? (See California list, Appendix A.)

- Occupational competency of the student and success on the job.
- Flexibility: Is the student getting what he wants? How attractive is the program to the student?
- Relation of the program (or course) to career ladder (lattice) opportunities.
- Fulfillment: Is the student able to do things when he is finished that he couldn't do when he started?
- Occupational education has role in economic development of the state.
- Methods must change to match needs of society.
- Build motivation into student capability to return for further education.
- Program provides basics plus skills.

- Extent to which lifelong learning is encouraged.
- Development of attitudes.

IV. What performance standards could be developed to enable an institution to justify the use of federal funds for occupational education programs?

- Competent researchers to study programs.
- Knowledge of the national commitment--social, economic, political.
- Professional competence in relation to national manpower needs.
- Past record of institutions and plans for the future.
- Characteristics of graduates.
- Past evaluations and evidences of improvements.
- Contributions to disadvantaged and handicapped.
- Providing comprehensive training opportunities for all of the people.
- Student does not graduate until he proves himself on the job.

Quality considerations to be written into new federal legislation:

1. Mandatory outside evaluation for every project or program to be reviewed annually by both a state advisory council and a national advisory council. The National Advisory Council shall make an annual report of the evaluations, with recommendations for improvement, to both the authorizing committee in Congress and to the U.S. Commissioner of Education. Further, that the recommendations for program improvement shall be dealt with by the next fiscal year.

2. A separate title of the act provide support for research, development, evaluation and training--including experimentation and improvement of programs, curricula, staff, evaluation mechanisms, and such facilities as required to carry out the above.

3. In addition to the research training above, provision be made for professional development of staff in postsecondary institutions so that instruction can be upgraded. (Perhaps staff would be required to remain at least one year in postsecondary service after such benefits.)

4. Congress assert stronger, more constant oversight on federal programs that support occupational education, to see that the intent of the 1968 Amendments and other acts is fully fulfilled.

May 12, 1970 - General Session

Remarks by Frank Mensel, Director of Government Affairs, AAJC

Ladies and gentlemen, we now come to the windup of what we hope the future will show has been a fruitful and historic workshop. Some in our audience have expressed concerns about whether the seminar as a body will act on some of the resolutions and recommendations coming out of the panels. I don't see that as a necessity. I think the fact that you have adopted these in your separate panels formalizes your concern as much as possible for this group. We're not a constitutionally conceived body, and believe me, the staffs at AAJC and AVA will be working together on plans and developments by which hopefully we can implement some of the things you have tried to say to each other and to us in the course of these three days.

In my own regard, I would like to say that one of the refreshing aspects of my nearly two years with AAJC as the governmental affairs director has been the comeraderie that I have cultivated and enjoyed with the staff principals at the AVA. We share a lot of ambitions for education in this country and I think those will be evident to you in the course of our reports.

Now the function of this panel primarily is to give you the opportunity to interact finally as a body. And so the few remarks from each of us will be brief and then the time will be yours: you can question any of us individually as panel members or you can ask us as a panel to respond to any of your concerns. But we would like to distill from you now as a total body your deeper concerns and some directions we might move in together to influence national policy for the total benefit of education.

I will be followed by Mike Naftalin, who is counsel for the AVA, and he in turn will be followed by one of your pinchhitters this morning. Dr. Kermit Morrissey, the President of the Community College of Allegheny County in Pittsburgh, Pennsylvania, who is Chairman of the AAJC Commission on Legislation, certainly intended to be with us for this conference. He had an emergency come up at home and could not make the trip, and Will Hayes, who is President of Alice Lloyd College in Kentucky has graciously volunteered to replace him on the panel. Will Hayes is a veteran member of our Commission on Legislation and a man of great strength to the junior college movement. He always comes to Washington when we have a brush fire here and need troops from home. And then he will be followed finally by the second pinchhitter. Jack Michie has replaced Dr. Grote at Dr. Grote's request. Jack wears several hats in this world, all significant to what we are trying to accomplish this morning. And thus he is an ideal spokesman in helping us to summarize our activities. Jack is the Executive Director now of the State Advisory Council for Vocational Education in the state of Alabama. He's a former junior college dean, so he straddles both worlds. He's a member of the National Advisory Council on Vocational Education and helped to author some of

the very famous reports that the Council has issued in the last year, and on top of all that he is chairman of the committee within the Council given the charge of working on the legislation for community colleges and post-secondary occupational education. So Jack will be our final spokesman.

Now the three or four observations I want to make about our meetings. It was of great consequence, I think, going back to the beginning, that Carl Perkins was willing to come from his busy schedule on a Sunday evening to share his counsel with us. And I think he--we like in the community college field to throw around the term "open door"--I think Chairman Perkins has given the two bodies here an open door for national policy development, provided we can cooperate. He has suggested that perhaps there is nearly a billion dollars additional support available for the right kinds of programs and policies that will serve the concern of this meeting, and he doesn't offer that kind of a suggestion lightly.

It traces back, I think, very directly to the testimony which Nelson Grote gave to Mrs. Green's subcommittee about the way vocational education and community colleges are addressing the national need. Nelson did a little simple addition and found that our two bodies working together are meeting only a third of the national need. So for us to view each other as possible rivals or competitive interests is about the most foolish posture we could take in this world of social development and educational progress, and one of the reasons that we together are meeting only one-third of that national need is that we haven't functioned more harmoniously in the past. Together we can address and achieve the fulfillment of manpower programs meeting that full need. If we don't function together I don't think we'll ever meet more than a third of the national need.

Bob Andringa, who is one of the advisers to Congressman Quie, looked at our format the first day I put it in his hands and invited him as a resource person, and he said, "Frank, this is wonderful, but please go the next step--please have some state meetings and some regional meetings." I think that's the spirit and the intention which has come out of our exchange in the last three days. But Bob said he felt that most of our national leadership is more enlightened and attempting to meet together on the issues, but that our two groups need to get together in the key states. This should not be just vocational educators and community college leaders. It should include the college of education of the university and the governor's office, so they can all interact on the issues, because we need their resources and they need our educational services.

I hope we can work together in that direction, and in the process I hope we can meet a gap that wes referred to repeatedly by our summarizers this morning--the communications gap. Brother, do we have communications gaps in education. They apply to our relationships with the Hill, they apply to our relationships with each other, with state agencies, but most of all with the constituencies we serve.

Some people refer to image and the press release. We've got to do more with our public relations than crank out press releases. This is

no way to present our image to the world and document our accomplishments. We need to develop our self profiles, to document what our instititions are actually accomplishing, and then build communications programs with the various media around what we have learned about ourselves.

We need evaluation. The Congressmen referred to that. I think it's ridiculous that we haven't been consultants to each other. The typical community college goes off and plans an occupation department entirely out of its own advisers, the people it already has on its own staff. Too often we fail to go into the secondary schools and find out whether the things we program on the community college campus will really make an effective transition and educational flow for our constituencies going in to receive these programs out of the secondary schools. And in turn I don't think the vocational educators have looked to their community college friends often enough and called on them for advice on what will work in the secondary programs in terms of opening the opportunity door beyond the high school.

We've got to change some attitudes in Congress. I was most alarmed, and I know Mike was, that both the Chairman of Education and Labor and the principal Republican would say to us, "Well, gee, I don't think we can help you this year because this isn't the year for higher education legislation."

Well, why do we have to be the tail on the kite. Let us put together our own bill and take it to the Hill. I don't think they can resist the joint effect of these two bodies. I think if we come up with a bill of our own and deliver 500 college presidents here in a given week and 500 vocational education leaders in the same week, we're going to put that bill through both houses.

And naturally we share the concern with Congress over student unrest. It may be ours next year. So we can't stand on one foot and then the other and wait around hoping that Congress will think of us and recognize what we've been trying to say and build a bill for us. We'll go ahead and proceed on our own.

My parting thought before I turn the microphone over to Mike now would be to say to my friends in vocational education that you are higher education. You're as much higher education as the community colleges are. You have come out of a higher education background. This was your training field, and you're just as qualified to speak to the total national education effort as anyone else, from the school district superintendent to the highest college chancellor. And tell it straight to us, and we'll try to tell it straight back to you. As Nelson Grote has said, if you look at the manpower needs of this country for the 70's, the senior institutions are never going to deliver more than 18%. It will be on our backs to deliver somewhere between 50% and 60% of the total national need, and the only way we can live up to that is to be our own leadership and exert our own sense of direction and not take the signals from the universities. Involve them in our discussions, yes, in our dialogues, but march on from there and exert the kind of leadership that represents more than half of the total national need and represents it well.

Remarks by Micah Naftalin, Counsel, AVA

You're a hard act to follow. Thank you. And it came to pass, friends, in the early genesis of the great coalition of educational forces, the AVA-AAJC seminar, those great and guiding spirits of this meeting, Mr. Frank Mensel and Miss Mary Allen, proclaimed that before Marty Hamburger told us how we've done the group could use some inspiration. That's our subject, where do we go from here? I think the other consideration is that Marty needed about an hour to prepare his remarks.

Before saying where I think we should go let me say a word about where I think we've been and where we are. Yesterday you heard Charlie Lee talk about the vast educational coalition which has been assembled to lobby in the public interest for education appropriations. I don't recall if he mentioned it, but one of the most important things about the Emergency Committee is that this year has marked the first time in which educational organizations have coalesced on appropriations legislation.

For those of us who have spent some years watching the educational legislation process, one gains a sort of impressionistic view of history. We should recall that in the beginning there was the Big One, and back in the educational dark ages of the early and middle fifties, the NEA was testifying in the Congress in opposition to the National Defense Education Act. But after Sputnik the Congress buried the hatchet, put it smack in the middle of the education establishment, and passed the NDEA. After a while the NEA and the ACE and maybe the Chief State School Officers figured out that there was legislative strength in numbers. So it came to pass that there was the Big Three.

Then came the Catholic educators and the land grant colleges and the Title I coordinators. And the press releases started grinding out that the Big Six wanted this and the Big Seven wanted that. I bet you're wondering who the Big Seven was. That was the librarians. Well, last spring the Big Seven in American education had a meeting and announced the creation of the Emergency Committee for Full Funding of all educational programs. Now I don't mean to rib the Emergency Committee or Charlie Lee. They've done a magnificent job, and incidentally, ultimately AAJC and the AVA even got on to the steering committee.

But it may be worth pondering that the legislative tactician of the Emergency Committee was Ken Young of the AFL-CIO, an organization which, incidentally, passes more education legislation by accident than the Big Seven does on purpose. And it may be worth the mere mention, as I think was pointed out by one of the speakers, that the only Congressional defeat suffered by the Emergency Committee to date was a little package of educational amendments in the House for the Big Seven, which contained neither money for vocational education nor post-secondary career education in the community colleges.

Well, the point of the foregoing impressionistic history is merely to say this--welcome to the first annual meeting of the Big Two. (Applause)

I think the most important thing about this meeting is that we've had it and survived it. (Laughter) For once educators have buried their own hatchets instead of waiting for the public or the Congress to do it for them. I think these meetings, these exercises in communication, must be replicated throughout the country at the state and local operating levels. We must break down the hostile barriers in order to work together.

If you study the chart in your packet which shows the occupational trends and educational requirements of the country you will see that together we are responsible to the public for the education and training of upwards of 60% of all the students in America. And if we don't stop worrying about protecting our preserves, the public is going to revolt and give that responsibility to somebody else.

The theme of our seminar has been the pending legislation for post-secondary career education and I've learned a few things here. Ken Hoyt put into clear focus the attitudinal changes we must work for in the field of career education. I learned from Charlie Lee that there are more teachers voting in America today than farmers. That's significant. Now I'm not going to blame the farmers today for defeating Ralph Yarborough last week. But it's clear that the teachers didn't re-elect him. And that defeat was a greater blow to the cause of education than this meeting is likely to repair shortly. And I'm ashamed to say that a lot of educators did not help Ralph Yarborough, or Senator Morse before him, because of some pristine sense of professionalism. I learned from Al Quie that Cambodia and student revolt on our liberal arts campuses have poisoned the well for all education legislation this year. But I'm going to have a recommendation on that point in a moment.

Thanks to Charles Radcliffe's absence yesterday, as some of you know, I became an instant expert on accreditation. And I learned that it's not all that easy to reconcile the competing values. We talk about institutional accreditation, but some of us mean teaching credentials, some of us mean applying the academic standards of higher education in procrustean fashion to include the occupation curriculum, while others want to audit the quality of occupational offerings program by program. Most of us, I think, are more concerned with Federal program eligibility than accreditation at all. And I learned that. And on all of this I'm not sure we can resolve these kinds of issues until we can agree on whom we should be accountable to. To our institutions, to our professions, to the students, the employers, to the public, or I expect the more responsive mix of all of these.

You've heard the results of the other issue groups as well. Much consensus in the reports, and considerable honest difference in the respective discussions. In this first meeting it would be hardly fair to expect that a consensus could have evolved on all of the issues which the proposed bills raise. We could not and did not write all the specifications, let alone the final language of a piece of viable legislation.

But some time between now and the time the President ultimately signs a post-secondary career education bill into law, every one of these

differences will have to be resolved, willy-nilly. And they will be resolved. The question, as Congressmen are wont to put it, is simply this--where does the buck stop? Are we going to let the Congress resolve our differences for us? They do it every day by default. Or are we going to hammer them out ourselves? So where do we go from here?

First, we must exploit our community of interest and minimize our differences. From the point of view of Federal funding for the 70's, we must preserve our respective options of funding our programs under the manpower legislation and under higher education legislation. But we must also unite our forces with respect to post-secondary career legislation in which our interests are or should be virtually identical.

Frank Mensel may disagree with me in detail to some extent, but I think this is an area in which Congress is program rather than institution oriented. Many members of Congress have pointed out to me that the Administration bill offers nothing in the way of program which could not be accomplished out of the Vocational Education Act of '68, if funds were adequate, and the community colleges got their fair share of the action. Providing for such assurances is a relatively easy task of legislative draftsmanship.

Al Quie says that the Omnibus Higher Education Amendments of 1970 are dead. I think I agree with that. I would add that there's probably no chance of general institutional aid to junior and community colleges this year. But the Administration has committed itself to a career education bill. This provides a measure of momentum and I, just as Frank has indicated, have a feeling that since the relevant Congressional subcommittees have little else on their calendars for this summer, they would give sympathetic consideration to a package jointly agreed to by the Big Two, providing Federal assistance for programs of career occupation education at the post-secondary level.

Finally I would hope that every teacher of occupational subjects in the junior colleges would join AVA and that every post-secondary vocational institution would join AAJC. I would hope that our members and our associations would continue to thrash out our common interests on a routine basis. I would hope our respective annual conventions could routinely schedule some joint programs. The principle of divide and conquer is as old as civilization. For, as Charlie Lee has pointed out, congresses and administrations have been applying it to us educators with a crowbar for years. Some folks never learn that the legislative process is an exercise in power. But educators are beginning to learn. And if we're going to get our thing together, we're going to get moving. Thank you.

Remarks by William Hayes, President, Alice Lloyd College

Mike started with my remarks and then I'm glad to say diverged from them. Since we have the same topic, "where do we go from here," it's got to be expected that statements would be similar. I also started with a note that Charlie Lee's presentation yesterday indicated the steps forward and the strength of educators working together. There all segments of education have united and have refused to be split.

This is a major point that I wanted to bring to you this morning, and indicate that we will be moving forward education-wide with the elementary, secondary, vocational, community and junior colleges, and the universities, and also in coordination with other aspects of our society that we need to develop. I'm pinchhitting for K. Morrissey, who is Chairman of the Legislative Commission of the Association of Junior Colleges, and I was asked to give you some reflections this morning. I won't attempt to review the very important suggestions made by the panels, technical and expert summaries that were given to you by those panels.

But I would emphasize simply the fact that we must work together toward the whole of our job of serving young people, the whole of our concern for young people, who are the future of our society and are a very great resource. We have very little other resource. So that in all of our spheres of education we're building the kind of education of the total person that is important. I think the day has passed when either in elementary or secondary or any of the colleges the vocational and occupational needs of young people can be disregarded. Moreover, their needs as people who are seeking an understanding of where they are and why they are need to be examined. These are needs that we'll all be working on together.

The first thing I think we need to do in moving forward is to express our appreciation for the interest on the part of the Congressmen who have introduced bills and the principles that they have. Dr. Morrissey testified on behalf of Edith Green's bill, and in our American Association of Junior Colleges Committee on Legislation we have concluded that the steps to be taken at this time are to support the bills that come forth and get the testimony in, get the basis for their being written according to what is needed, and first of all to support the Williams bill and to testify for it. We testified by letter during these weeks that we are not called upon to testify before the committee itself.

One detail that was mentioned on our commission was that our Senators may well be apprised of the fact that the second Quie bill will be coming along in the Senate and needs to have the set-aside improved from 15% to 25% or some such figure, the point being that these bills can succeed. You know far more than I do about the funding details. Generally we are going to be going ahead without a new major bill as we understand it in fiscal '71, but we can do much to insure appropriations at the level that is necessary even in the present extensions.

The American Association of Junior Colleges has arranged for a task force that will work during the summer to develop the kind of bill that meets the needs of the young people as we see it. The Association's legislation commission has already developed a legislative goals statement which is laid before the directors of the Association. I am confident that the American Association of Junior Colleges will want to work with the AVA in coordinating our needs and your needs, and I'm confident too that we will not want to stop with the Big Two but that we will want to involve all the educational sector in the widest kind of coordination, such as is provided by Charlie Lee and the Emergency Committee.

Number 2. Going beyond education-wide cooperation we find the important need of community-wide or society-wide cooperation. We need to develop the outreach so that we will have sensitivity and the community will have sensitivity. There is no substitute for this in our developing relevant programs and serving those who need to be served in the ways they need to be served.

A cyclical system I think could be developed and you experts have done this I am certain, many of you--by going to the community for the needs and advice of the community, doing the training in cooperation with the community, and returning the young people to the community. And your job is not done until they are returned. And your evaluation of the process is not complete until they have been reentered into the community as employed persons.

Number 3. This work with the community is necessary to solve two of the broadest problems that we face. One is an immediate problem that I think Congressman Perkins has expressed, and I heard Congressman Quie express yesterday. And that is that our communities are not in sympathy with the young people, they do not understand them. They are reacting against them; in a sense they are reacting against their own young people, their own young children. They are reacting against the valuable insights, the valuable goals and possibilities and potentialities of young people at the same time that they are being put off by the violent expressions of it.

So that the immediate problem is the Congressmen and the public at large are not likely to support much of the program for young people in the degree that it should be supported until we can get the community to know the young people and get the young people to know the community. As we have them involved in a combination program of work and education--cooperative work-education--we've found that's the best chance of our middle class society, the society that has developed much that is worthwhile and is determined to preserve it. We develop the best chance for them to know the young people as people and for our young people to know them.

In recent days we have seen certainly the development of a long range problem for our society, one of the deepest problems that we have. We have seen conflict on both sides, the side of the "mature" people and the side of the "young" people. We have seen also I think unusual

restraint on both sides, and this needs to be fostered. And it will have to be fostered by an appreciation, a respect, a real concern on the part of educators first for the young people we serve. If we do not respect them, who will? So that a matter of the largest national urgency that I could enunciate to you, and I've heard this in the discussion of the last two days, would be that we educators will appreciate the generous and the urgent and insightful efforts of young people and seek to make, seek to gain communication, not only throughout education but throughout our society, to gain communication so that they will be understood.

A few years ago young people were personally searching for aims and often missing them. Perhaps they're still doing that. But now this year more than ever before, we have observed the young people with unselfish, youthful zeal for the society of mankind, and for their children's children, not always "realistic" but certainly important and necessary. Thus our task is parallel to finding what people really mean, working with the community to do this and building a cyclical system to do this--our parallel task to that is to introduce our young people into society and the society to young people. This communication is certainly necessary with full compassion for all the varieties of people to express themselves one to another, and to sometimes make mistakes in doing so.

Where do I think we go from here? I hope to change some of the Congressmen's minds a little by going back to the district and getting those people to talk to the Congressmen who know something about the faith that they can place in the young people of our society. This is one of our major tasks.

Just one final point. I work at a private college that has perhaps a very close community relationship. We draw most of our students from the community and return them to it in an occupational way that some of you would call liberal arts pre-professional education, but nonetheless it is a program that is closely related to the community. I have often been asked in raising money, during the last three months particularly, to make capital out of the quietness of the Appalachian students on my campus as compared with those rowdies on the university campuses. I refuse to make capital out of this. I have lost some grants because of this. We have all lost gifts and grants and votes because people are waiting for the young people to be straightened out, waiting for marijuana to disappear, waiting for the tax law to be understood, and waiting for some other things. The generosity that our nation needs is going to have to be led by us, and it cannot start with our saying that we're not having any trouble in vocational education and the community colleges, that the trouble comes with the universities. We cannot play that game of playing off one sector against the other. We cannot betray the young people that way. We must play the game of work and communication with our society.

Remarks by Jack Michie, Executive Director, Alabama State Advisory Council for Vocational Education

I was given rather short notice that I was to address this group today, so if my remarks seem a little disjointed, it's the way I usually think that accounts for it. Right after Nelson Grote asked me to speak, I walked up to Mel Barlow and said, "Gee, I'm supposed to say something about where you go from here," and he looked up and he says, "I thought you were going to Portland." I said I was; I am. As a matter of fact I'm going there to work with the Education Professions Development Act Group, of which panel of consultants I am also a member. This is the group that's worried about teacher education, about professional growth in vocational education. So I think I'm going to have a week full of significant kinds of crusading endeavors.

I want to make it clear first of all that I'm talking for me and not for any of the groups that I happen to be a member of. I think recently among speakers it's been fashionable to badmouth what's going on in education. I don't feel this way. I feel that we're on the brink of probably what's going to go down in history as the greatest moment education has ever had. I think we're coming out of the dark ages now and I think we're on the road to some real successes.

It wasn't very long ago that an article appeared in Time--why some people insist on calling it Time magazine I'll never know--that referred to vocational education as the educational junkyard of America.

And I think within the past few months we've seen the destruction of the reigning notion that American higher education is thriving. And I think that this has brought us to a realization that planning is absolutely essential. Currently we have a system of competition for Federal dollars, reflected in all parts of legislation. And I think that any efforts we exert must be directed toward resolving this situation.

I see my friend Mary Allen sitting out there. She tells me I talk too much about that. I'll keep these notes short, Mary. I think that the planning must include all elements of the educational world. I think it has to include elementary education, junior high school, senior high school, post-secondary, and higher education. What we have now currently in America is a national disaster.

When the student tries to transfer from school to school he loses untold amounts of credit. He loses time. He finds different kinds of situations. We can no longer afford to do this. He can't even transfer within the same college into different departments without losing credit or without losing ground. And I think we have to work on these things.

And if I might prophesy something that Mike said just a few minutes ago about Ken Young's accidents, we have 37 laws on the books today that do the same thing for the same people. And we keep enacting more. I think that higher education currently is in disfavor. It may be even dead. So there's no use flogging a dead horse.

Maybe we need to look at the things that are in favor. Manpower legislation, community college legislation, vocational education legislation, are all popular words. They're all things that this Administration can ride as a horse, and this Administration needs a horse. They need it desperately. And they're going to have a horse. Recently they had a demonstration at Los Angeles Technical College, but there was one dramatic difference in the demonstration. They were demonstrating to keep the school open. And I mentioned in politics a minute ago that I really think that that's where it's at. It's a dirty word to most educators. But you've got to come to the realization that it's the one place that you can get the kind of action that we need in American education today.

First we've got to plan and we've got to decide what it is we want to do. Then we have to go to the Hill with votes, not glittering phrases, thundering phrases, and crashing generalities that my friend Marty Hamburger talks to me about. But we have to go there with votes, because politicians understand votes. They don't understand about idealism and all of the things that we talk about frequently in educational circles.

Now Mike also mentioned that Ralph Yarborough was defeated in Texas. His comment was, "where were they when I needed them?" Preceding him was Senator Wayne Morse. Two great gentlemen. Two people who have done more for education than anyone I can think of. And I'm going to place a charge on the people here from California. California has a Senator that's coming up for reelection and probably I shouldn't be politicking here, but as I said before, I'm speaking for myself and not for any association. I charge the Californians not to let us lose another friend in the Senate in the form of George Murphy. We'd better get with it.

May 12, 1970, General Session - Conference Summary

Mr. Martin Hamburger, New York University

It's really been a great privilege to participate in this conference as summarizer--and one heck of a strenuous workout. I do want to say, in terms of my role, in spite of what Nelson Grote said the other night, that I'm not a basset hound and I'm not a homing pigeon. I feel more and more, to continue these metaphors, like a bull in a china shop, crashing through where I'm really not always welcome. At times during this conference I've felt like a cheshire cat grinning idiotically at a lot of things that I've seen going on.

The fact of the matter is that with limited expectations about what any conference can give, this has really been one of the most rewarding I've ever attended. It is a privilege to be a summarizer because you're forced to learn more about what goes on than anybody else. I hope I can reflect this, selectively to be sure, because I recognize that at the end of this conference we're moving towards a feeling of anti-climax. Most of the important things have been said. I think that there's room for a few points of perspective. I'd like to remind you first about the climate and context in which we met. Next I want to talk a little about what I think happened, then go on to some things that I think are likely to happen, and finally give my observations on what should happen.

About the climate and context: We start with the limited expectations of any conference. You don't have to be cynical and conference-wise to know that very few conferences produce anything really lasting. But put that perspective on the fact that we met right in the middle of a national crisis in which there was polarization, anger, fear, hostility--all of which could have been in a sense demoralizing but which, I believe, served a sobering purpose here. The fact of the matter is, and it may be a reflection of our times, we also opened the conference up on Mother's Day. And this meant that we had our share of platitudes and our share of the kind of things that we're all in favor of, most notably, of course, motherhood.

Now I also need to point out to balance off this positive climate, we did meet in Hospitality House, which has been a bit of a problem, particularly in terms of the fact that I really can't live up to the kind of gourmet meals that have been served here.

My final point in terms of the climate and context of this conference is the fact that two professional organizations, in some way ignorant of each other, both of them striving for status, with jurisdictions and with all kinds of rivalry, could meet with a minimum of such rivalry and jurisdictional disputes.

In terms of the things that I saw happen, I have selected some of the highlights here. (Some of them I'm going to pass by because others have pointed them out so well.)

I saw that together with the ritual and the platitudes we did develop a number of points of action, a number of moves toward cooperation, which whether they took place in plenary sessions or in issues groups or informally add up, it seems to me, to the following: First, we got a tremendous amount of information, facts and data. I think it is clear that many of us learned some things about legislation, about the acts, about what we do, and I think that this is a very excellent point of departure for continuing this informative and factual data presentation. Secondly, we developed a good deal of mutual sensitization as we began to learn to appreciate what we did. At first I was concerned that our badges just bore our names and no identity, and I played a little game at the beginning trying to pick out the vocational education people from the junior college people. It didn't work. I think it means that many of us were really trying to understand rather than to label. We tried really to sensitize each other to the tasks that lie ahead.

Then I saw the emergence of legislation--a field which has frequently been the province of the politicians as a professional matter. Legislation <u>is</u> a matter of professional behavior and should no longer be set aside. This is a very important development.

These were general observations, but let me talk a little more specifically about some of the other highlights. Ken Hoyt's dramatic charges, I think, were excellent. They were more important for discussion than as formulations of what is. I think they're an excellent point of departure.

I think it was important that we should hear from Congressman Quie and from Harry Hogan, and I was most pleased with the kind of understanding that we got from them. But, as I shall point out later, I was somewhat concerned about the fact that perhaps we were beginning to get a little brainwashed by two things: First is "the realities of Congress." Again and again and again the realities of Congress have been upset by national crises and national demands, and I don't think that we can really afford to listen even to our best legislators and friends and accept the fact that they tell us how it is. I don't think it's important how it is. I think it's important how we can make it happen. Now that's not just rhetoric at the end of a conference. I think there are precedents for this again and again. The second concern I had with our illustrious guests from the Hill was the fact that somehow, unwittingly in part, they did begin to brainwash us, I think, about the premise that vocational education students are safer and more secure and sounder and more sane than liberal arts students. I consider this to be a dangerous premise for us to perceive, and I think we've got to address ourselves to this. This is a kind of divide and rule in its own way, perhaps unconsciously, and we've got to face it squarely.

Continuing in terms of what I saw as highlights, a number of people have alluded to our young guests. I myself was inspired and pleased. But let's bear in mind the fact that, as fine as they were, they were not representative. They were representative of certain young people, but

they were not representative of lots of young people who don't have the focus, the purpose and the drive. And we've got to be as concerned with unfocused, unmotivated, undeveloped youngsters as we are with youngsters who know where they're going. I want to endorse at this time a point that Bob Leo made. I was going to make it independently, but it's just as well that we do reinforce it. Not only were they not representative, but there were not enough of them. We need to recognize that in a very short time they will be the ones that will be mobilizing action for legislation as well as we. Now we can't do everything; so please understand that I fully accept the limited perspective, the limited goals that we did have.

Since I am concerned about time, let me shift very rapidly, perhaps rather abruptly, to some things that I felt did not happen, to some things that were missing, to some restoration of balance of certain points. Let me say, first, in a positive sense, some of the things that did not happen. I was amazed at the small amount of mutual recrimination, at the lack of jurisdictional disputes, which I mentioned earlier, of professional jealousies. It's incredible that two associations with their own turfs could meet this way and not engage in this kind of mutual recrimination. I think this is something of which you really have to be proud.

It seems to me that there were some interesting and important statements that were made, and I am going to take a lead from Ken Hoyt's book, using the concept of vocational educationism, and talk about some other ism's I saw here which reflected some lacks and some gaps that we have to restore.

First of all, there was missing here a diagnosis of a major national disease in the field of education called custodialism. It is a fact that higher education, junior college education, and secondary education before, are not necessarily as great and as promising as we make them out to be. Higher education is increasingly serving the role of keeping people out of the labor market because we don't know what to do with our young people. Colleges are playing the custodial role. We have to be aware of the fact that one of the problems we have in talking about the occupational or the general education role is that this role has not been properly understood.

Second, I want to talk about credentialism. This is a national disease--the notion that you have to have a degree or a certificate or anything to replace competency. It is best illustrated by the fact that businessmen and industrialists who hire and want college graduates or high school graduates usually overstate the requirements for a job. There's a lot of documentation for this. We don't need diplomas for many jobs for which hiring goes on without those credentials. We don't need many of the bloated and overstated certifications and requirements, and we shouldn't fall party to this kind of disease.

Thirdly, there is panaceaism--a disease that we're really all caught up with. This is the notion that vocational or occupational education is a panacea. It can't be a panacea. Sure, we want to prepare

people for meaningful jobs, but it was pointed out in several issues groups and elsewhere that a job is not enough for many people. Dignity--a sense of self, a sense of belonging--is just as important. Now these are glittering generalities, to be sure, but when we try to impose on people an objective and a goal of a good job as against other drives and motives that people want (and I'm talking here very specifically about all minority groups who want, understandably, and sometimes seem to be irrationally pursuing, goals of degrees and diplomas), we must understand not so much what we see objectively and clearly but what are the needs and perceived directions of self-development and self-enhancement.

And then there's the disease of technologism--the notion that our technology is changing so rapidly that we all have to turn our institutions into science fiction kinds of factories which turn out whole new kinds of occupations. The fact of the matter is that the base for all occupational training is traditional and solid and continuing. There are surely some glamour fields--data processing and others--but by and large the jobs in business and industry require fundamental, essential, continuing, traditional skills. And let's not get too defensive about the fact that we're not producing for legislators brand new spanking programs. Doing old decent traditional programs will get us more mileage. That's not because I'm against change or development, but I say that the disease of technologism is the misreading of technological change.

And then there is attitudism--my final ism--the notion that if we change attitudes toward occupational education or toward vocation, then behavior will change. Now there are slews of studies in social psychology that show that you don't change attitudes before you change behavior. Just as frequently you change behavior before attitudes are changed. And it is, I think, a chimera that we pursue if we keep talking about how to remove the stigma and how to get a better image. If we go about with concrete changes--giving good facilities and good people and good programs--and the behavior of the people that go through them is affected, then we don't have to worry about the stigma. As soon as we get caught up in the stigma-image thing, we become snobs too.

I see that my time is just about up and I'm just going to mention what I consider to be the directions which we might well follow from here. Some of this was preempted by the very excellent session we just had in which we pointed toward the future. So rather than talking about what is likely to happen, I should point out one or two observations I've made about what should happen.

First of all, whether we call it the junior college or the community college or the two-year college, I consider this to be, and I say this in dead seriousness, the single most important juncture of every important social issue in this country. It is the institution with the greatest age range. It is the institution with the greatest intellectual range. It is the institution which is truly the only one that can be fully in the community. It is the institution that puts us right squarely on the problem of what is general and what is liberal and what is vocational and what is occupational education, like no other institution has to face. It is,

therefore, not only the most challenging but the most difficult. It is a great insight for me to know that more than ever I see this as being the site for the solution of problems, precisely because you are the newest and the least encrusted of all institutions. Secondary school systems are encrusted. Universities are encrusted. But the fact that we are uncertain of things is an opportunity--and not really an opportunity to emulate already existing institutions for which we have too readily become satellites. We must leave all previous orbits and form our own.

Since this is a legislative conference, I must point out that we would really be missing a very important point if we were to become so involved in education as a profession that we lost sight of all other national problems and priorities. Although Jack Michie is an old friend, and without reference to the particular Senator he mentioned, I think in general for us to talk in terms of supporting our friends may not give us the perspective that first and foremost we are citizens and secondly educators. We've got to be aware that sometimes our friends in education are not always people who are voting for the best things in Congress or the Senate. Unless we get that kind of perspective on legislation, we could easily become too politicized and miss the point. As we become lobbyists and as we become pressure groups, we build up a head of steam and that means we've got to learn to be self-regulating. We've got to have some kind of check on ourselves so that we don't get carried away by this pressure.

Let me close by saying again that this has really been a tremendous learning experience. I've tried to share it with you, but I thank you for giving me the opportunity to learn.

Address by the Honorable Ralph Yarborough, Chairman of the Senate Labor and Public Welfare Committee

May 12, 1970

Thank you very much. Thank you, director Burkett, distinguished officers of these two associations, members of the American Vocational Association and the American Association of Junior Colleges. It's a great honor to be here with you. My experience that friend Burkett has described is not unlike that that many of you have noted in your lives, because I've noted in my experience in life that the educator who gets a little bit ahead of his Board of Education--often some of the best school superintendents have to change jobs. So my experience may not be as unusual to you as it might be to people in other professions.

I'm glad to take part in this seminar because I want to congratulate you on this first joint meeting. Having been one of the co-authors of the National Defense Education Act of 1958, and having now served for 13 years on the Education Subcommittee, and having seen this vast body of Federal legislation passed, I recall the evidence we had when the National Defense Education Act of 1958 was being considered.

We had witnesses there from Connecticut and Kentucky, which at that time were conceded to be the states in the forefront in this union of the community college movement. And it made a great impression upon me because I came from a state that had conventional junior colleges but very little of what we call the community college as we know it today, or rather the merger, the all-purpose college. And now we have some in my state established in the last few years which seem to be rather a culmination of the facilities and the functions that are performed by colleges that fit the strict definition of a technical school or community college or junior college. And they've been growing very rapidly in my state in the last ten years.

But at that time Kentucky made a great showing and a great impression upon us by showing that they had established a junior college or community college almost within fifty miles of every resident of Kentucky. They then presented statistics showing the average income in the eastern part of Kentucky in the mountains where the average per capita annual income has been very low compared with counties just over the Ohio River in Ohio, and just east of there in West Virginia and just south of there in Tennessee. They showed that in just a few years time since the establishment of those community colleges, the annual average per capita income from those poor counties in the eastern part of Kentucky had moved ahead, where it had not been ahead before, of the average annual per capita income in the southern Ohio counties on the Ohio River bordering them.

That made a tremendous impression upon me and I've worked from that point of departure since in trying to get more Federal monies for community colleges, for the vocational type of education. And I think the great Vocational Education Bill of 1968, with the billions it authorized, is the greatest Federal vocational education act ever passed by any one government at any one time.

That's the promise. Now we're up against it for the performance, and I think this seminar sponsored jointly by these two associations marks a cooperation between your associations, and you must have that cooperation if you're to get the finances necessary to carry this out.

In 1968 in the education laws then passed I had an amendment to provide for an objective for the Federal government of post-secondary education free to every American through two more years without specifying what type of school it would be in. For fourteen years of free education. We've not accomplished that yet. I couldn't get that passed at that time because the elections had come on and it was patent that my party had lost control of the executive branch. We were able to get an amendment in the bill though. It called upon the President to report by December 30, 1969 on the feasibility of guaranteeing two years of post-secondary education for everyone in America seeking it. But the deadline passed without any report being submitted by the President in keeping with that mandate. The Office of Education explains that its program for higher education would cover that subject we're waiting for.

Now this is an important meeting because those of you fighting for education beyond the high school but short of the four year degree must comprise half of the working population within the next decade. Those in that education bracket. An additional 18% of the labor force will have a B.A. degree or more. The reverse of this proposition is that if these young men and women fail to attain some degree of post-secondary education they'll fail to find decent employment, they'll be the drop-outs of our economic system.

Now weighed against these estimates of the future nature of the labor force is the fact that currently your insitutions are graduating I believe something less than half a million people a year, where under the data that we have we could use about a million and a half people with that education. Out of the three million people entering the labor force in 1970 we'll need more than a million and a half of those trained beyond the high school level. And the Federal Government is spending, though, only about one dollar on education in vocational or junior colleges or community colleges for every $14 it spends on the four year institutions, and they are graduating about 635,000 people each year.

It's evident that you face a very serious problem of financing this heavy burden of mass education simply because elementary and secondary education is primary; they've got to have that basic quantum of education, the average person, especially the average person, the young one now, to move on into other training; and then the four year institutions, the conventional colleges, were there first. And those that were oldest in the conventional system got their system set up of getting money, and you have to come in as a newcomer with a new method, and impinge to some extent on the funds they're getting in order to get the share of the funds necessary to do the job that you need, because you need to bring more people in these levels and capabilities than are trained in the conventional four year or five year college course.

I take my hat off to California for their tuition free junior colleges. Three years ago, before the junior college expansion had become so great in several other states, three years ago California had in that state alone 45% of all the students in public junior colleges in America, and the other 55% were shared between the other 49 states. I am proud to say that Illinois and Texas I believe have been two of the states that have been most active in forming new community colleges or junior colleges or vocational colleges since that time, in the last two or three years.

And of course we are making progress. At the close of World War II, 24% of eighteen-year-olds took some form of post-secondary education. Today 50% of the eighteen-year-olds continue beyond high school with some form of post-secondary education. This increase, though, has taken place largely among the most highly motivated of our youths who came from an environment where they had the motivation. Now we are confronted with the least motivated, many of whom have high intellectual capabilities but except in exceptional families don't have around them the motivation to move out, largely because they have the least financial resources, the least opportunity, it seems, to do that. Thus, bringing them into the 13th and 14th year will be the most difficult and expensive of all.

Now Congress has been hearing, beginning with 1958, recommendations to us that we put money into these community colleges to develop vocational training. For at least twelve years we've been urged to do that and the Congress has begun to move. We know that our technological economy will have fewer and fewer places for the unskilled, and that the nation cannot leave the future to chance, it cannot leave it to a school district that may have such weak economic forces that it can't do more than it's doing now, because to leave that to chance threatens the progress of the entire nation.

Elementary and secondary education of course is the basic responsibility of the state and local governments, but educating for needed skills is becoming a Federal responsibility. The Administration's program, they said, would take the place of this recommendation I've been making that they furnish two years of education beyond the secondary level, and the Office of Education says it's going to cover the subject, but how? The program for higher education does not cover it at all. It fixes an objective of equalizing financial opportunities for those with family incomes under $10,000 with those having an income above that figure, but student aid already authorized for children of low income families remains seriously underfunded. The NDEA loans, the work-study, and the Educational Opportunity Grant are designed, all three, for families of under $10,000 income, and the EOG and the work-study particularly for children from families with virtually no income above the poverty level.

Yet the budget request for these Educational Opportunity Grants is only $185.600 million compared to the $244 million that the institutions are begging for and state that they can use. The work-study is budgeted at only two-thirds of what the institutions need right now without accounting for future increases. The NDEA loans could be made to 530,000 students instead of 400,000 if the requested funds were granted. Nor

does the budget fulfill the promise of Section 408 of the Higher Education Act in which the active search for qualified young people was formalized under Talent Search, Upward Bound and the Special Services for the Disadvantaged. They are authorized by the Congress to spend $96 million on those objectives, but the budget request for fiscal 1971 is only $50 million, half that.

The budget for the support of institutions is even less promising. The aid to land grant colleges, which was $19,361 million, would be eliminated in this new budget, and the recommended $3,850,000 increase in aid to developing institutions would not begin to make up that loss. Grants for construction of facilities in colleges would be wiped out entirely under this new budget request. Last year some $71,080,000 was authorized, far short of the need, and only $9 million of that has been committed to now by this Administration this year. The President recommends a $100 million career educational program to stimulate education in the vocations, but the sum would not replace the cuts he's recommended elsewhere. in the budget.

As to the specialized categorical programs, they are trying to eliminate the categorical programs and have it all in one lump sum. Why do we have these categorical programs? Because we in the Congress have found --I've served with four different administrations, four different presidents, two different parties--we've found that they have pets down there in the Bureau of the Budget and that they cut out a lot of the things we believe in if we don't write it in as categorical programs.

Last year for the first time I became chairman of the subcommittee of the appropriations committee that has jurisdiction over the Bureau of the Budget, and when the BOB came in, knowing what they've been doing to some pet programs of mine like bilingual education and other things, I said, "How many professional educators do you have among the hearing examiners?" They said, "Not any." They said, "Senator, you just ask HEW and you'll find we're knowledgeable in education." I said, "Yes, you'll cut their budget to pieces. They'll say you're knowledgeable all right." But they had--here's the imbalance--they had over there at that time 178 hearing examiners, and they are the top elite to pass on the budget; the title isn't big but the job is. Of those, only 42 looked at the Defense Department budget and the other 136 culled education, health, agriculture, interior, forestry, parks, everything else under the sun. They flack it away while the 42 only look at the Defense Department. What we need is a reorientation of priorities in this country.

I'm glad to see you joining; you've got to join with every educational organization in this country and fight together or Federal aid to education is going down the drain. I've just come from a hearing of the Higher Education Committee. Secretary Finch and Commissioner Allen were there, and they've got this program to do away with NDEA loans and set up a private lending agency to go and borrow money from banks. What bank wants to lend money to college students when they can lend it at a prime rate of 9% and then get a cut of two or three percent under the table which they couldn't get from the college loans. Then they're required to keep a balance. Just talk to these men who try to build an apartment

house, or an office building, or a feed block in the West, or a shopping center in the cities somewhere, or a condominium of houses. They have to go deal the big insurance companies a cut sometimes as much as a third of the big building itself. Insurance companies call it the equity part of the action, something never known in American finance till ten years ago. They're not going to lend all this money for college loans. We just take that down the drain.

They also would cut out all government grants for building facilities in colleges. Right at the time we're beginning to make progress in America. And so these cuts; it's going to take work to save them and it's going to take the coordination of your two organizations working together. The House of Representatives responded to this budget direction by increasing by $8 million the grants to land grant colleges, and $9½ million for university community services, and added $52 million for the NDEA loans. That's this year. Next year in the new bill they're trying to get the Congress to take these out.

And this latter amount if we can get the increase by and then get it funded and get the money appropriated with the cooperation of the committee--I'm on that committee too and it's a lot harder to get educational money out of the Appropriations Committee than it is to get the authorizations out of the Educational Subcommittee. Those of us on Labor and Public Welfare got on there because we figured on doing something about education and health and those things, and people who have the seniority on the Appropriations Committee didn't get on there for education. They were on there before this great surge of money for education which has grown tenfold in the Congress in the past twelve years. What we spend on education has increased tenfold.

Now this new money is for them what they call wasteful spending. And I've just been through a campaign in my state, and my opponent had spots on the radio and T.V., as many as thirty a day all over the state, spending millions, says all he does is spend, spend, spend. They're the spenders, they're the spenders. It isn't expenditure to them to spend that $5.2 billion on that C5A of the Lockheed Corporation that wouldn't fly. My opponent resigned as a member of the Board of Directors of the Lockheed Corporation the day before he announced to run against me. He spent millions of dollars and was elected. Now this is what you're going to have all over this nation if you don't organize all facets of your educational community and fight to get the money.

I know this isn't in the educational tradition. You're professional men and you have felt that you were above this, but I'm telling you it's gotten down to a fight in this country between what we're going to do for people and what we're going to do for the most special of all special interests, the big defense contractor. The people have got to organize and fight, and I hope you all will join with every other educational organization that operates at the national level, and your chapters in your state, and call on your Congressman, like the defense contractors do before the election, and get them committed to these programs before. Once they're elected you've got a more difficult job trying to lobby with them after they get here.

Now I'm hopeful that in time the Congress will return to the principle of removing all financial barriers for at least two years beyond the high school. Such a commitment is going to require a system of post-secondary education to get the laggards as well as the leaders, to prepare all for a useful career and responsible citizenship. Only then will we elevate all sections of American society and stimulate all fields of economic growth and assure American leadership in all fields of human endeavor. And I think there that in the vocational field we need to get away from the idea that a person must be taking a conventional arts and sciences course in order to be involved in education.

We know the contribution made by people to whom conventional education was too slow, such as Thomas A. Edison and the Wright brothers. I think the Wright brothers are woefully mistreated in American history. It talks about them in the history books I saw, at least in the grade and high schools, as a kind of bicycle-thinking person who accidentally stumbled on a machine. Kind of tinkered one together that would fly. Of course, as you know, their parents were college teachers from the midwest. They dropped out of school. The conventional courses didn't interest them. They had that little bicycle shop in Ohio. They never made over $300 a year, but they studied and studied and they were publishing scientific articles in aeronautical magazines that were being published at that time. The aerodynamics and the science of flight. They were publishing those scientific journals for years before heavier-than-air planes actually flew, and lifted itself under its own power, and they were writing scientific articles.

They built through their studies the first air tunnel we had. It's still in existence in the museum down at Kitty Hawk, a little tin thing about this big around, with their hand-made gadgets on it, where they could turn a crank and measure air flowing with the wind at 30 miles an hour. And by molding pieces of tin, beating them, putting them in there as miniature wings of planes, they could calculate the effect of that wind at that velocity on a wing curved a certain way. And they went down there and flew over a thousand flights in gliders, risking their lives time after time, to see the gliders taking off from hills to see what it would take to sustain that.

They as scientists computed how much force it would take to lift that many pounds of weight. One flew at a time and they kept themselves fit down to very then men. They lay on there one at a time and they computed that mathematically and scientifically and they built a plane that would have that much lift and started it from level ground, not jumping off a hill like a glider. Scientifically they flew the first plane.

We know Thomas Edison's achievement. We don't know how much talent we lose in American students if we have all the education one conventional way in the arts and science fields. These men had to have enough motivation and drive to go out and do it themselves. Thomas Edison and the Wright brothers.

But if we threw vocational education half of all the resources we have it's difficult to estimate what America might accomplish. Above all what we should offer is an opportunity for every person to attain the depth that they can attain for themselves, their families, the nation and society. And this plan that you're working on--the two jointly, the junior colleges and the vocational schools and the community colleges--offers the best promise of searching out and finding the motivations, the capabilities, the aptitudes that will appeal most to students. We know that in the conventional colleges 70% of all American college students change their major by the time they're finishing their second year in college. But if they had all these things open before them where they could see them all, we don't know how many would follow other methods of progress, other methods of direction.

But let me warn you, the fight is on for the money. And they're calling those who vote for these programs wild spenders. Find your friends whatever party they're in. Support them. Get the people organized. Because the people who want this money to go into fat individual contracts--one contractor gets 2 billion 200 million dollars a year--realize if you put 14 or 15 billion dollars in education there's going to be less for them. This budget for this 1970 fiscal year provided for a total budget of 135 billion 200 million dollars. Of that, 75 billion 295 million was for the Defense Department. That left less than 60 billion dollars for everything else combined--health, education, welfare, interior, agriculture, labor, commerce, transportation, the highways, everything. So the tail's wagging the dog. And that one department gets 75 billion vis-a-vis 60 billion--it's one and a quarter times bigger. Here's a tail dragging that's one and a quarter times as big as that whole dog, which is the civilian economy walking down the road.

So that's why we need some reorientation of priorities in this country. The Congress worked that budget over, we worked that budget over, and the total amount we appropriated was about 129 billion 600 million dollars. Now we cut about 7½ billion dollars off the President's budget. 5 billion 600 million of that was for overseas military expenditures, a billion 120 million was for foreign aid. We added to health and education a billion 139 million. Note how close it was to the billion 120 million for foreign aid. Just 19 million dollars difference.

You saw that grandstand veto on television of health and education (the only bill the President picked out to veto was health and education, the two most vital needs of the American people). We're now 13th in this world in infant mortality, and a male child born here is going to live a shorter average life than a male child born in 20 other nations. We're farther behind in health. However, I think we're the premier nation in education right now. I think we meet the whole world. We do not meet the world in health.

Just to meet the world isn't enough in education as long as there are boys and girls with no opportunity to go ahead and accomplish their capabilities, what they could do for themselves in society. And education has got to be critical enough of itself to prove that the money spent is being spent well, with more youths getting an opportunity, that they're

offering more to our society, that they're building more. You know that problem from the experience you've had. But why are the community colleges and vocational education getting so little out of the government when we're going to need in this technological economy more people educated in those levels than we need in gross numbers from the conventional colleges? Of course that is not to downgrade that education. I think we must stay ahead in that if we plan to meet this world--I don't mean merely meet this world in the ability to develop bombs, but I mean meet this world in accomplishments for people.

Of all the shortages in education, the greatest shortage in America really isn't yours, it's in the field of medicine and health, but through the programs you offer we will get many of the paramedical personnel, we will get many medical aides that we must have, many, many hundreds of thousands of medical technicians. We have so few doctors. In my state year before last 1,300 young people were certified by their local medical society to have the requisite character stability and education and capabilities of becoming good medical doctors and certified for medical students. We admitted 400 into the four medical schools of Texas. The University of Guadelahara in Mexico admitted 1,500 students, and 600 were from the U.S. We're not letting our people serve our own people. And we are denying them that education. Now you can't educate through your institutions the medical doctors, but you can educate many of the technicians and the paramedical personnel that are needed to supplement the great shortage of doctors we have.

Last fall en route to the Interparliamentary Meeting in Delhi, India, we stopped at Tashkent in Russia, and the central Asian highlands and old Turkestan, now called the Uzbek Republic. John Sparkman and I wanted to see it because it's just 3/5 the size of Texas but produces 72% of all the cotton in the Soviet Union. But when I got there I got more interested in the University of Tashkent. They have 15,000 students, 7,500 of them in the medical school.

Fellow Americans, that nation which educates people to help people, that goes out over this world curing the ill and educating the people and helping them to a better life is going to end up premier in the affections and the esteem and the leadership of the world over a nation that depends upon brute force to eliminate them by napalm and bombing. For the vast power held by those who believe that you can solve problems only by force is a great weakness in our society. Such a large number in the confluence, I won't say a larger number of our people, but so many in influential positions think you've got to use force to solve these problems. The need for education was never better shown than in that way, and you're moving against vast forces in your fight to retain as much for education as we have in the Federal budget today.

Now I'm telling you I was liquidated on that issue. I want you to organize so that you can prevent the liquidation of other people because there are a lot of people of good will in this Congress who see as I do that education of our people and the health of our people should be two

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of the prime concerns, two of the great priorities of our government, two of the great commissions that our government should carry out. I congratulate you on this joint meeting. I hope it's a prelude to many more like it. Broaden and expand and bring many other groups in with you.
Thank you very much.

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